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This new [Executive Assignment] system will tell us whom we need and where they are. It will provide us with the flexibility to bring the right talent to the right job at the right time.

—LYNDON B. JOHNSON

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UNITED STATES CIVIL SERVICE COMMISSION

Civil Service Journal

Volume 7 Number 2

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U.S. Civil Service Commission

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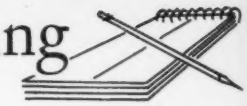
L. J. ANDOLSEK ..... *Commissioner*
ROBERT E. HAMPTON .... *Commissioner*
NICHOLAS J. OGANOVIC
Executive Director

Worth Noting



THE PENDLETON ROOM of the Civil Service Commission Library is the new repository of a valuable collection of correspondence and other papers presented to the Commission by the National Civil Service League. The gift of this collection, which spans more than 80 years of civil service history, was acknowledged at CSC's 84th anniversary ceremony in Washington. Formal acceptance by the Commission was symbolized by a plaque presented to the League during the birthday observance. For the guidance of scholars and others using the material, the library has issued a 127-page listing of items included in the collection which, in conjunction with other historical materials housed in the Pendleton Room, provides the most extensive single collection of civil service research documents available anywhere.

ROLLING OUT ON SCHEDULE are 3.9 percent cost-of-living increases for retired Federal workers and survivors on the CSC retirement lists. Increases in the Consumer Price Index (CPI) for August, September, and October 1966 led to the retirement pay boost. The Retirement Act provides for an automatic cost-of-living increase in annuities whenever the CPI exceeds that for a specific "base month" by at least 3 percent, and does this for 3 months in a row. The current increase goes into effect January 1, and thus will be included in checks received by annuitants February 1. Recomputations were made by the Commission on the amounts to be paid more than 750,000 retired Federal workers and their survivors. Agencies were given up-to-date information on application of the legal formula to the recent CPI increases in CSC Bulletin 831–11, dated December 6, 1966.

A HIRING PATTERN FOR ATTORNEYS has been set by the Commission under authority vested in CSC by the Classification Act of 1949. The Commission was asked to take the action because of the striking differences in grade levels of entrance-level positions to which various agencies had been appointing attorneys with essentially the same academic qualifications. These variations have reflected a situation of competitive bidding that has contributed to grade escalation and has

(Continued—See Inside Back Cover)

(COVER)

INTRODUCING the Executive Assignment System involved orientation and consultation sessions with various groups. Photo shows CSC Chairman Macy leaving CSC building for agency briefing, accompanied by Seymour S. Berlin, Director of the new Bureau of Executive Manpower, and Joseph Damico, chief of the Bureau's Division of Executive Manpower Requirements.

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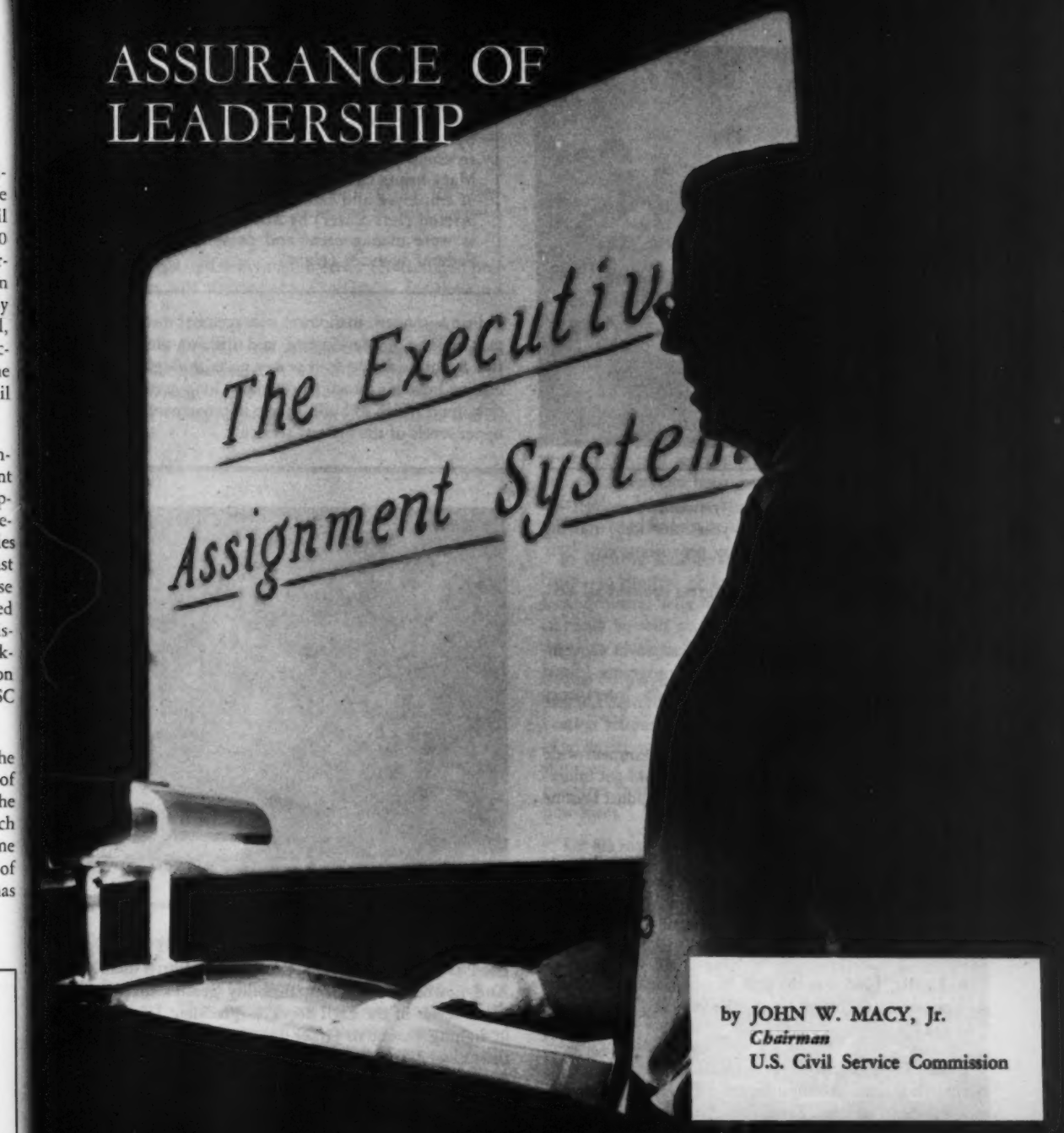
ASSURANCE OF LEADERSHIP



by JOHN W. MACY, Jr.
Chairman
U.S. Civil Service Commission

IT MAY WELL BE THAT HISTORY will record 1966 as the year of the greatest improvements in civil service since the merit system itself was established in 1883.

- It was the year in which the 89th Congress enacted an unprecedented list of benefits for Federal employees—pay increases, liberalizations in the retirement

INTRODUCING NEW SYSTEM—Immediately after President Johnson signed the Executive order authorizing the Executive Assignment System, top CSC officials began briefings of interested publics. In photo at left, Chairman Macy briefs news media representatives; officials of employee and veteran organizations were also briefed (left center) by Mr. Macy (right center), as were management and personnel officials of Federal agencies (right).

It brings modern manpower management methods to the task of locating, developing, and utilizing the best executive talent available for the key posts throughout the executive branch. And it provides a long-needed foundation upon which to build future improvements in staffing upper levels of the Federal service.

system (including optional retirement on full annuity at age 55 with 30 years' service), moving allowances, uniform back-pay provisions, etc.

- It was the year in which Congress codified all Federal personnel laws.
- It was the year in which modernization of Government's recruiting and examining programs leaped ahead with the establishment of 65 Interagency Boards of Civil Service Examiners.
- It was the year in which the new Government-wide Equal Employment Opportunity program got underway, and the new code of ethics and conduct became effective.
- It was the year in which the second executive seminar center opened at Berkeley, Calif., complementing the East Coast Center at Kings Point, N.Y., and the year in which the ADP Management Training Center began operations.
- Finally, 1966 was the year in which executive manpower management in the Federal service came of age.

EVEN IN THE ABSENCE of all the other improvements, this final accomplishment—President Johnson's establishment of the Executive Assignment System—would mark 1966 as a year of significant advancement in the history of the Federal civil service.

Of the many noteworthy advances in Federal personnel administration of recent years, I believe the Executive Assignment System is the most significant because it will enable the Government's career executive corps to achieve its full potential for contributing to our Nation's progress.

"I have said many times before that laws are only as good as the people who are assigned to carry them out. And nowhere is this responsibility greater than in the upper levels of the Civil Service," President Johnson said in signing Executive Order 11315, establishing the new Executive Assignment System. "I believe we have the finest Civil Service system in the world. But in these complex times, we see the need for improvement.

"We need, in the upper echelons of Government, all the talent, all the dedication, and all the experience we can find. It was in recognition of this that I promised in my State of the Union message last January to restructure our Civil Service in the top grades so that men and women can easily be assigned to jobs where they are most needed, and ability will be both required and rewarded," he con-

tinued. "This new system will tell us whom we need and where they are. It will provide us with the flexibility to bring the right talent to the right job at the right time.

"Our Government will benefit from a more efficient use of its top management.

"Our public servants will benefit from the increased opportunities for their career development and personal satisfaction.

"Our citizens will benefit from better administered programs which will provide them full value for their tax dollar."

THIS NEW PROGRAM ARRIVES on the scene as an idea whose time has come—the best hope for solving the growing problem of providing able executives for challenging and changing programs in a new era of public management.

Today's career executives are directing and managing programs of unparalleled scope and complexity, all the way from exploring the ocean depths to the conquest of outer space. They are engaged in many down-to-earth human enterprises: eradicating diseases, poverty, and social pestilence; searching for improved ways and facilities to educate our children; building safer highways, better homes, and renewing our cities; helping the farmer to produce better crops, meat, and poultry; managing our public lands, including the establishment and maintenance of nationwide recreation facilities; directing programs to clean up our air, lakes, and rivers, and so forth.

It will test the best of executive talent to get these things done at all—let alone have them done well. The demand for good executives is increasing sharply. This alone is reason enough to find new and better ways to improve the management of our executive manpower. Our present system simply does not give us the assurance that it can respond to increased pressures for program results.

The great talent hunt is on—in industry as well as Government—for the executive of ability who thrives on challenge and meets it head on with leadership, resourcefulness, and new ideas. There simply aren't enough such people to fill everyone's needs.

The Government must not fall behind. It must have top people who can place into operation quickly and effectively the important new programs enacted by Congress and who can adapt traditional programs to meet the requirements of this time of continuing change.

FOR TOO LONG, we have trusted to luck and to limited searches in filling these most responsible of positions in the civil service. Too often the quest for qualified candidates has been confined to the agency in which a key job is located or to persons in other agencies whose abilities were known to the selecting officials.

In limiting consideration to the career people close at hand—to the few he knows or has heard about—the selecting official sells himself short, his agency short, and certainly he sells short the eminently qualified executives who may work no farther away than across the street.

The record shows clearly that executive selection in the past has been markedly agency oriented. Of 1,072 classification actions covering positions in the top three grades in a recent year, 964 (90%) were promotions or reassignments of agency personnel. Only 19 (2%) were transfers from other agencies! And only 39 (4%) were new hires.

Let me make clear that we recognize that the best qualified person is likely to be found within the agency a

majority of the time—and the Executive Assignment System will not change this fact. However, in the face of growing responsibilities and more complex problems of Government, we cannot afford the luxury of limiting the search for executive talent. We must look throughout the Federal service—and outside when necessary—to *assure* that we find the best qualified persons available, that we have the leadership desperately needed to carry out the public's business.

The Executive Assignment System will give us that assurance.

THE NEW SYSTEM for executive manpower management does not signal the start of a separate elite corps above and beyond the rest of the civil service. Rather, it is the capstone of a modernized, integrated program for recruitment, selection, development, and utilization of manpower in the Federal service. It is the product of several years of intensive and innovative staff work guided by the Commission's Executive Director, Nicholas J. Oganovic.

The Commission staff had the benefit of prior studies of the higher civil service by blue-ribbon groups such as the Hoover Commissions, the American Assembly, Brookings Institution, and the Committee for Economic Development, and of a number of books by distinguished authors. Significantly, all agree that there is great competence now in the upper civil service. But all agree, also, that something more must be done if Federal management is to be responsive to the increasing demands that are continually being placed upon it.

Several common conclusions and suggestions of these studies and reports are reflected in the Executive Assignment System. Among the recommendations it responds to are the following:

- The Government needs improved facilities to seek out high quality wherever it can be found.
- Government needs to do more to reward demonstrated competence among executives.
- It needs to make better use of the whole reservoir of executive talent within the Federal service.
- It needs to bring in "fresh blood" and new ideas at a greater rate.
- It needs better programs for developing and training present and future executives.

Essentially, the Executive Assignment System will do three things.

First, it will make available to agency administrators the most capable executives from inside and outside the Federal service to staff top-level positions.

Second, it will provide entirely new dimensions of opportunity for career executives to use their talents where they are most needed—anywhere in Government, rather than solely in the agency in which they are currently employed.

EXECUTIVES BRIEFED—In addition to distributing information kits to all executives affected by the new Executive Assignment System, some agencies arranged orientation sessions. Mr. Berlin is pictured making his presentation at a luncheon meeting of top managers of the Department of Agriculture.

Third, it will mark the beginning of an executive manpower program designed to bring about greater identification on the part of career executives with the Federal service as a whole, rather than with single agencies or programs.

These objectives will be attained through five essential elements built into the Executive Assignment System—executive manpower planning, executive search and selection, executive development, and honors program, and provisions for "next steps."

EXECUTIVE MANPOWER PLANNING

We will do much more in determining exactly what our executive manpower needs are in the Federal service and what they are going to be in the future. We can then make plans to meet these needs through the Executive Assignment System.

The President has required that periodic reviews of upper-level staffing needs be made by agency heads in conjunction with the Commission. These reviews will call for the development of specific plans for organizing and filling executive positions to meet program needs. The agency's position structure will be considered along with the status of the current executive work force. Discussion will be held as to whether specific positions are appropriately in the career or noncareer category. All in all, we can foresee a significant and desirable increase

CONSULTATION—Among the groups consulted in putting the new system into operation was an advisory committee of personnel directors of Federal agencies. Members of the committee are pictured above at their first meeting with Mr. Berlin (right) and members of the Commission staff.

throughout the Federal establishment in the amount of attention given to executive manpower planning.

EXECUTIVE SEARCH AND SELECTION

The executive inventory—Major effort in the early stages of the system's operation will focus on the improvement of executive selection and placement. The foundation of the system will be the executive inventory—the largest talent bank of its kind ever attempted. The inventory, made possible by the use of ADP equipment, will contain biographical and background data on about 26,000 Federal employees: about 19,000 at grades GS–15 through 18 of the General Schedule, and more than 7,000 serving at equivalent pay levels under other salary systems. Data will be provided by the employees themselves.

Once the inventory is established, agency heads will be required to consider referrals from it by the Commission, in conjunction with each agency's own merit promotion program, in the filling of career executive positions.

In addition to the inventory, the executive placement effort will include the development of new facilities for outside recruitment to fill career assignments. Special boards and panels will be provided to assist agencies in outside search. For smaller agencies, the Commission may even be able to provide direct recruiting assistance. Our task will be to develop merit staffing guides for outside search which will permit timely recruitment for career appointments.

Coverage and kinds of executive assignments—Established under existing legal authorities, the new system initially covers all positions in the executive branch in the three top grades of the General Schedule (GS–16, 17, and 18), with the exception of positions in agencies which are in the excepted service by law, positions excluded because of statutory provisions affecting them, and positions filled by Presidential appointment.

When the Civil Service Commission puts the system into effect during the next year, the positions covered will then be filled by either Career Executive Assignment or Noncareer Executive Assignment. The two types of assignments will differ primarily in the selection procedures required and in the type of civil service status and tenure rights conferred.

- **Career Executive Assignments** will be in the competitive service and will be made through full merit staffing procedures. The qualifications of all persons selected for such assignments will have to be approved by the Commission, as currently required by law. Whether a selection is made from within or outside the Government, there can be no political test, clearance, or recommendation, and no discrimination on account of race, religion, sex, age, national origin, or physical handicap.

- **Noncareer Executive Assignments** will be in the excepted service, similar to executive positions now in Schedule C; they will not be subject to merit staffing procedures nor confer tenure rights. The Commission, in consultation with agencies, will determine which positions shall be noncareer, and will limit the number of such positions to a small proportion of an agency's top-level jobs. The distinction between career and noncareer positions will be more clearly defined. Noncareer Executive Assignments are appropriate only for persons who (a) are deeply involved in the advocacy of Administration programs and support of their controversial aspects (this criterion is new); or (b) participate significantly in the determination of major political policies of the Administration; or (c) serve as personal assistant or adviser to a Presidential appointee or other key political figure.

- The Commission will authorize **Limited Executive Assignments** in the competitive service when needed to meet emergency and short-term staffing situations. Such an assignment will not require merit staffing procedure and will not confer career status. It will be limited to 5 years and can be terminated at any time.

EXECUTIVE TRAINING AND DEVELOPMENT

The new system will trigger a greatly expanded program of training and development for both present and

STAFF SESSION—Seymour S. Berlin (right), Director of the Bureau of Executive Manpower, meets with his division heads—(left to right) Jacob J. Rutstein, Joseph U. Damico, and George T. Reeves, Jr.—to map plans for putting the Executive Assignment System into operation.

future career executives. Consistent with the demands for quality and high performance placed on career executives, the new system recognizes that the Government must invest a commensurate amount of time, attention, and resources to prepare persons of high potential to assume higher level responsibilities, and to enable current executives to keep pace with rapidly accelerating technological and program changes.

Present Government training facilities will be extended, and plans for the establishment of a new Executive Center for advanced study in Government policy and operations will be recommended to the President by the Commission. The new Executive Center will supplement, not supplant, existing facilities.

In addition, more comprehensive and purposeful use will be made of resources that already exist in our universities and graduate schools.

The total training program for executives will be for the purpose of building and retaining a permanent corps of skilled and efficient Government employees, well abreast of scientific, professional, technical, and management developments both in and out of Government.

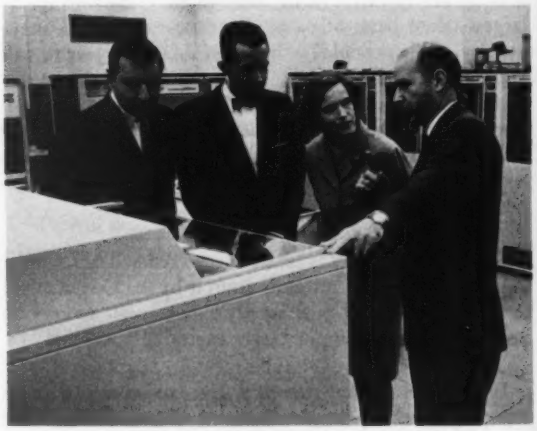
SPECIAL RECOGNITION

Greater recognition and prestige for career executives is an inherent part of the new system. Our top executives have earned wider public recognition than they have received, but we have fallen short in the past in acknowledging this fact. The responsibility for self-development and exacting performance demanded of career executives carries with it a corresponding obligation on the part of the Government to give appropriate public recognition to their achievements. The Commission will recommend to the President a special program of honors and awards for career executives. Such recognition will also serve to enhance the image of the public service, and will give young people more insight into the challenge and excitement it has to offer.

NEXT STEPS

The President has established the Executive Assignment System as the all-important first step in building a model personnel system for the top levels of the civil service. It provides the framework to extend and adapt merit principles in recruitment, selection, and development of key personnel who will be placed in upper-level career positions on the basis of a high standard of quality. Building on this foundation, more will be done in the future.

We will consider several facets of the upper civil service system and will recommend to the President future steps that should be taken. In addition to recommending the special program for recognition and a program for the development and training of career executives, the Commission will advise the President on such matters as possible extension of the system to positions not now



COMPUTER CONFAB—Discussing details of how the executive inventory will be maintained with the aid of CSC's Spectra 70 system are (left to right) William A. Smith, management analyst; George T. Reeves, Jr., Chief of the Division of Executive Manpower Resources; Mrs. Sally H. Greenberg, of the new bureau's planning task force; and Victor J. Cavagrotti, chief of the Management Systems Division of the Bureau of Management Services.

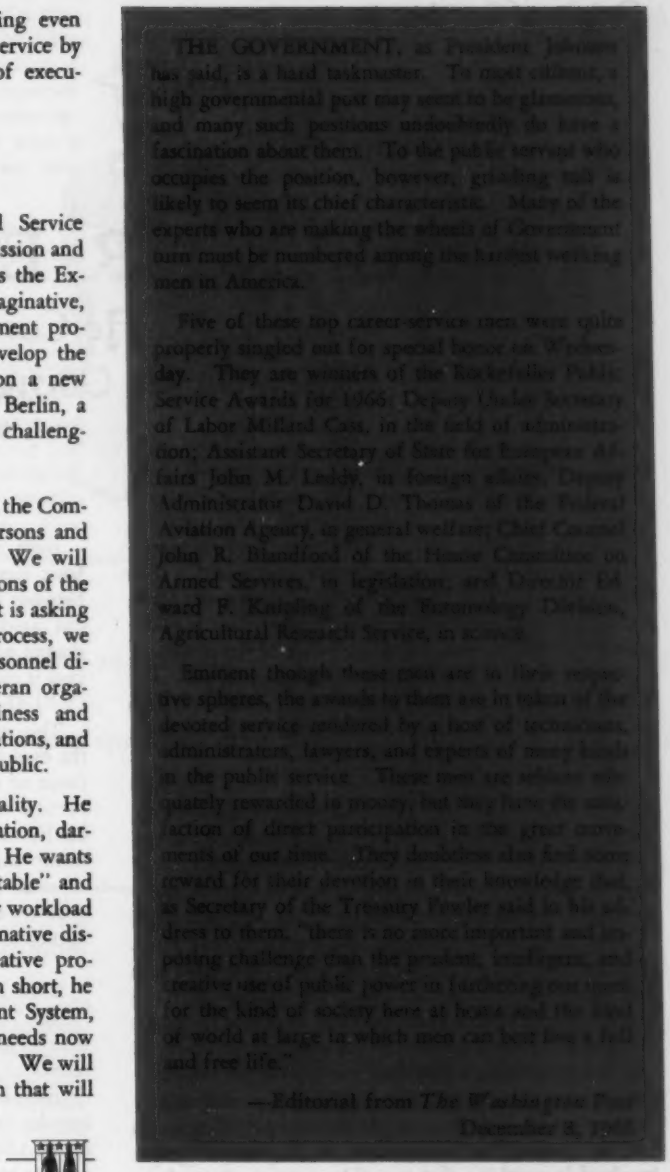
covered, and possible opportunities for building even greater executive mobility into the upper civil service by adding additional flexibilities in assignments of executives within and among agencies.

BUREAU OF EXECUTIVE MANPOWER

My colleagues and associates in the Civil Service Commission share my enthusiasm for our new mission and my great expectations of immeasurable benefits the Executive Assignment System will bring in more imaginative, efficient, and economical operation of Government programs. To establish, operate, and further develop the system, we have established in the Commission a new Bureau of Executive Manpower. Seymour S. Berlin, a career executive of proved performance in other challenging assignments, heads the new organization.

IN ESTABLISHING THE NEW SYSTEM, the Commission will consult intensively with many persons and will carefully consider all recommendations. We will seek advice and assistance on day-to-day operations of the system and in those areas in which the President is asking for recommendations. In this consultation process, we will ask for the advice of agency heads and personnel directors, Federal executives, employee and veteran organization representatives, leaders in the business and academic communities and professional organizations, and other interested opinion leaders in the general public.

President Johnson insists upon executive quality. He seeks a career service characterized by imagination, daring, and innovation, by new and fresh ideas. He wants managers who "make the status quo uncomfortable" and are not content with just keeping the day-to-day workload current. He wants leaders who foment "affirmative discontent," who encourage risk-taking and creative proposals, who do not stifle the flow of ideas. In short, he seeks today, through the Executive Assignment System, the kind of career executive the Government needs now and will need in greater numbers in the future. We will do our best to develop and operate a program that will deliver what he expects and what is needed.



—Editorial from *The Washington Post*
December 8, 1966

ARCHIVES SPONSORS SYMPOSIUM

A symposium, "Putting Information Retrieval To Work in the Office," will be held May 8–10, 1967, at the Washington Hilton Hotel, Washington, D.C. The symposium will be sponsored by the National Archives and Records Service, General Services Administration. An information retrieval equipment exposition will also be featured.

The objective of the symposium is to promote the use of modern information retrieval methods and equipment to solve the information problems of Government offices.

The Commission has given wide distribution to detailed information on the Executive Assignment System. Interested *Journal* readers who have not received such information may request it from the Director, Bureau of Executive Manpower, U.S. Civil Service Commission, Washington, D.C. 20415.

Origin of Species:

THE CAREER EXECUTIVE

Where Did He Come From? Where Is He Going?

by ROBERT E. HAMPTON, *Commissioner*
U.S. Civil Service Commission

AS THE CAREER EXECUTIVE stands on the threshold of new and greater opportunity—and I refer specifically to President Johnson's Executive order establishing a new Executive Assignment System [1]—it is profitable to look at the past and present state of the species.

Without some examination of his evolution, the career man—or woman—would be hard put to think through in his own mind all aspects of his role in Government, let alone to clarify it for the public he serves.

My purpose here is to shed some light on his origins—to identify significant trends in the course of his development and consider conditions that will influence the further evolution of his role in modern Government.

A discussion of the changing role of the career executive would be incomplete without taking into consideration his care and feeding of the noncareer executive. With all due respect to the merit system that gave him life, it is in the career man's ability to co-exist with the political power complex that he gains substance. For the career executive is a product of the political environment that surrounds him, and to deny it is to deny his existence.

In venturing to survey the role of the career executive in policy matters, I am aware of the thoughtful opinions for and against the advisability of having career people involved in anything that resembles policy. Part of the trouble seems to lie in the images evoked by that word "policy."

For some, it conjures up a picture of an overstuffed bureaucrat toadying up to the powers that be, giving lip-service to whatever policy dictates come from on high. On the other hand, there is an equally distasteful picture of the Administration foe who views the career service as an independent arm of Government, untouched by the national goals of the political party in power.

[1] See Chairman John W. Macy's article on page 1.

Both images do the civil service an injustice. One basic element is missing—a recognition of the fact that between these two extremes there is a middle ground that can produce a career executive with the intelligence to dissent when dissent is required and to support when support is called for.

This middle ground has played an important role in the evolution of the career executive, and I myself am in favor of its continuing as a part of the landscape. Not because it is a safer place to be when controversy rages, but because I see great danger in having career people too firmly entrenched in the camp that advocates blind acceptance of policy or in the camp that would have them abdicate all responsibility for influencing the course of agency programs.

What I prefer is a broader interpretation of that word "policy" to encompass the time-proved ability of a career man to arrive at a decision in keeping with the best interests of the Nation, while at the same time rejecting a decision he cannot conscience. In allowing room for this broader interpretation, we give to the harassed career man his middle ground—neutral territory from which he can operate most effectively.

AS A WITNESS to many skirmishes over policy, both as a career executive and as a noncareer executive, I can testify to the need for this middle ground. Staking claim to it has not been an easy task. For many years, during which the power of the civil service lay dormant, the lot of the career executive was to serve whatever party was in office, without question and without particular distinction. These were the days that gave rise to the stereotypes of clock-watching drones with an eye out for the paycheck and the 4:30 trolley.

These "good ole days" are gone forever, and I, for one, do not mourn their extinction. Rising from the ashes like a phoenix came a new and more vigorous concept of a career service that could lead as well as follow, innovate rather than enervate. The evolution of this more dynamic view of the career executive's role, and what it portends for the future, is something modern career managers should know about.

The question of an appropriate role for the career executive, though talked about to some extent since the spoils system gave way to merit appointments, did not reach center stage until around 1953. That was the year of the first major political transition in modern times.

When the Eisenhower Administration took office, the belief was frequently expressed that the line distinguishing the political executive from the career executive had become blurred. There was a pronounced feeling that after 20 years under one political party many career executives had become too closely identified with the policies and programs of the preceding Administration. New appointees thought that these career executives were too securely wrapped in the robes of the old Administration to serve their Administration effectively.

The Eisenhower appointees were under pressure from two sides during those first uncertain days of transition. The political leaders felt they needed more freedom in gaining control over the machinery of Government, thereby enabling them to carry out their party's platform. Yet, in making changes, they were accused by the opposition of an attempt to undermine the merit system. Thus, a debate was kicked up at this time over the proper role of the career executive, and it has been going on ever since.

Establishment of the so-called political Schedule C position early in the Eisenhower era helped to clarify the role of the noncareer executive and the career executive. Up until the time that the Civil Service Commission established Schedule C, positions excepted from the competitive service were in Schedule B (requiring only noncompetitive examinations) and Schedule A (a bewildering hodgepodge of jobs requiring no examinations).

Then the decision was made to slice the old Schedule A into two parts—one part retaining the name but now limited to miscellaneous jobs for which it was impracticable to hold examinations and the other part, christened Schedule C, made up only of confidential and policy-making jobs.

IN ASSESSING THE IMPACT of this revolutionary Schedule C setup, I will borrow some words from Philip Young, then the Chairman of the Civil Service Commission. Writing in the *Christian Science Monitor* in 1954, he said, "I believe the identification of the political-appointment area through Schedule C to be a forward-looking and constructive step in strengthening the career service; for it sets that service apart from the effects of political change, and also clearly indicates to the Federal employee the area to which he must look for his career if he does not wish to identify himself with one political party."

Contrary to the fears of many, Schedule C did not usher in an era of wholesale change. A tally made about a year after Schedule C was born showed that nearly half of the occupied positions were still held by the same people who were in them the day before President Eisenhower was inaugurated. What Schedule C did do, and does now, was to give political appointees some flexibility in staffing and to take the pressure off the career service.

"It was in an atmosphere of dissension and dissatisfaction that the career service was born. And it is upon further disturbance of the status quo that its destiny depends."

THE BOUNDARIES OF POLICY

In any discussion of how far a career executive should go in policy matters, this question comes up: Just where does policy end and execution begin? Some uses of the word "policy" in normal administrative practice would embrace the actions of even lower graded employees since decision-making goes on to some extent at all levels in an organization. In a Government that is constantly becoming more decentralized and more dependent on the expertise of career executives with specialized skills, defining the boundaries of policy is no simple matter.

Robert Merriam, Deputy Assistant to President Eisenhower, gave this question some thoughtful attention in a speech before the Public Personnel Association in 1958. He found himself at that time a living symbol of what he called "the perpetual problem of reconciling politics and

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"Rising from the ashes like a phoenix came a new and more vigorous concept of a career service that could lead as well as follow, innovate rather than enervate."

administration." It is interesting to note that he had accepted the invitation to address the conference while he was a "Hatched-in" member of the Bureau of the Budget staff, had subsequently been named an assistant to the President, and found that when the speech day dawned he was "UnHatched, unharnessed, but, I hope, unchanged in my outlook toward our common problems."

He went on to make some telling points about the need to determine what the dividing line between politics and administration should be. What he said had particular significance because he had been in both camps. He spoke then of hoping "we have now reached the stage of maturity where we can take a rational look at where we go from here without being suspected of attempting to sabotage the firmly established principle of merit appointment," adding that the need was for a civil service system that would be "a positive instrument for aid in formulation and execution of government policy."

Here, looking back, it seems to me that he struck at the heart of the problem. In musing about the proper role of the career man in policy, we may be inclined to think of this as a tug of war between the forces of the Hatched-in career executives and the unHatched political leaders. There is perhaps a tendency to neglect the service's primary role as a helpmate. Yet this inclination to match wits in competition for power has no place in a Government that is in business to serve the public and to aid the Chief Executive in the discharge of his manifold responsibilities to the Nation.

Consideration of the boundaries of policy came in for a few more licks during the later years of the Eisenhower period. In an address before the American Society for Public Administration in the late 1950's, CSC Chairman Roger Jones made a case for recognizing the difference between the "politics of program" and the "politics of party."

Said Roger Jones, "Of course the career executive must refrain from public demonstration of partisan politics, but I believe we are coming to recognize also that prevention of a renaissance of the spoils system does not require political neutrality on program and policy by any career executive." He went on to point out that the career executive has an essential role as "interpreter" in making the resources of the career staff known and available to the political executive and in giving the career staff an understanding of the political executive's policy goals.

THIS NEW VIEW of the role of the career executive was a product of the political transition that took place in the 1950's and the years of growth that followed. Still another political transition in the early 1960's and the development of a more sophisticated approach to Government administration have allowed the new view to take shape and gain some measure of acceptance.

In his State of the Union message in 1961, President Kennedy issued a clear call for career executives to play a positive role in serving the public interest with initiative and responsibility. He took this occasion to challenge the public service with the words, "Let it be clear that this Administration recognizes the value of dissent and daring—that we greet healthy controversy as the hallmark of healthy change."

The career service rose to the challenge that President Kennedy held out and seemed to blossom in this favorable climate of confidence that the President fostered. Many saw it as an opportunity for the career service to come of age as an innovator and pacesetter in effecting change.

The career service was fortunate in having at the helm of the Civil Service Commission during these days a man capable of steering career people through strange waters. Under President Kennedy and now under President Johnson, Chairman John W. Macy, Jr., has succeeded in breathing new life into the career service while, at the same time, holding to the merit principles that underscore its every move.

"In musing about the proper role of the career man in policy, we may be inclined to think of this as a tug of war between the forces of the Hatched-in career executives and the unHatched political leaders. There is perhaps a tendency to neglect the service's primary role as a helpmate."

His is not an easy task. Witness the controversy that arose when in 1962, at President Kennedy's direction, he sought to define an appropriate role for the career official in support of Administration programs. Because of misunderstanding over one section of the memorandum that went out to agency heads on the subject, the memo was subsequently toned down by eliminating one sentence to erase any implication that the guideline was a substitute for the career official's own judgment and discretion.

I imagine that what sparked the controversy then is what sparks it today when any mention is made of utilizing the ability of career people in interpreting Government programs with which they are familiar. It is a fear that the career executive will be used as a spokesman for

Administration programs. It is not a new fear. It existed when Commission Chairman Roger Jones in a *Republican* Administration sought to unravel the mysteries of the "politics of party" and the "politics of program."

With each controversy over the career executive's role, we come a step closer to an understanding of what he has been and what he is capable of becoming. Perhaps some of the most conclusive evidence that the career official is a force for good has come out of the present Administration.

It remained for President Johnson to demonstrate in a tangible way that the abilities of career officials would be rewarded. His appointment of an unprecedented number of career executives to key statutory positions is proof of his commitment to this idea. What we have now is the prospect of a Government led by men and women who have a keen understanding of the career service, based on first-hand knowledge of what makes it tick. This can be invaluable in a further refining of the career executive's role.

On numerous occasions, President Johnson has given voice to his faith in the Federal service. He has called repeatedly for career people to come forth with new ideas, to challenge the old ways, and to simplify costly and complex procedures.

In his Budget Message for 1965, the emphasis was on welcoming "fresh ideas, new approaches, and responsible criticism." His receptivity to change was made eminently clear in remarks at the National Civil Service League Awards ceremony in 1965. "The people that I reward," he said, "notwithstanding what some think, are the folks that come up with new ideas in something different, and even something that I don't agree with, because frequently they convince me that I am wrong."

THIS THEME OF RELIANCE upon career people comes up time and time again in his public statements, perhaps nowhere more vividly expressed than in his words to another group of award winners, representatives of the new breed of career executives. Speaking before recipients of the 1965 President's Award for Distinguished Federal Civilian Service, he reminded them of the old attention given to honoring employees for records of attendance, punctuality, and seniority, adding that in the public service of today we ask for more—for originality, initiative, and independent thought and inquiry.

He said something else to this small group of award winners that serves to show the vast changes in thinking that have marked the evolution of the career official's role. He said, "No command, or no order, or no edict of a party, no directive from dictatorial authorities could ever evoke from any of them the genius and the greatness and the constructiveness and the compassion that have come from their own voluntary desire to serve freedom responsibly and to serve it well."

"With each controversy over the career executive's role, we come a step closer to an understanding of what he has been and what he is capable of becoming."

Recently, President Johnson has taken a most significant step that will have great impact on the evolution of the career executive's role. In issuing Executive Order 11315, establishing the Executive Assignment System, he has provided an opportunity for the career executive to realize his full potential for contributing to national progress and to gain greater recognition and appropriate reward for a more meaningful role in serving the public.

Debate over the role of the career executive goes on, and I foresee no consensus of opinion on the subject. Nor would I advocate consensus. For if there is one lesson to be learned from a study of the origin of the species, it is this: he is here to stay. We can pin him to the specimen board, slide him under the microscope for closer scrutiny, peer at him from every angle and under every pressure. We can look back to see where he came from, and make conjectures about where he is going. Yet the irony is that if we were ever successful in classifying and labeling him, his usefulness would end.

Let us be grateful, then, for the controversy that discussion of a role for the career official stimulates. It was in an atmosphere of dissension and dissatisfaction that the career service was born. And it is upon further disturbance of the status quo that its destiny depends.

GOOD MANPOWER UTILIZATION

From Kansas City, Mo., comes notice of excellent manpower utilization across agency lines.

Agriculture's Data Processing Center and Treasury's Internal Revenue Service Midwest Service Center, located in Kansas City, Mo., both have seasonal employment fluctuations. Last summer, when the Agriculture installation had an urgent need for temporary card punch operators, the IRS Center made available to it a list of some 160 operators with intermittent appointments who were not working at the time, since the IRS operation had slacked off. The result was that Agriculture speedily filled temporary jobs with well qualified people, the previously unemployed card punch operators had jobs that counted toward step increases in their IRS employment, and IRS had assurance that the employees would be released by Agriculture if they were still on the rolls at the time of the next IRS peak.

THE IMAGE OF THE FEDERAL EXECUTIVE

by L. J. ANDOLSEK, *Commissioner*
U.S. Civil Service Commission

I HAVE SOME THOUGHTS on the image of Federal executives that I would like to share with you, but first I want to qualify my use of the word "image." It often suggests a contrived, artificial picture deliberately created to make a certain impression. When I speak of the image of the Federal executive, however, I am speaking in terms of earned prestige and respect.

Several pertinent questions come to mind when we try to assess the esteem in which a Federal executive is held in his community. Among them are these:

What *do* people think of Federal executives, as individuals and as a group?

What leads them to reach their conclusions?

If a given Federal executive is enjoying something less than first-rate acceptance in his community, what can he do to improve matters?

These questions, in turn, give way to what I think is a much more important question:

Should a Federal executive spend a lot of time wondering what people think of him, or should he devote his concern to what kind of an executive he is, and how well he is doing his job?

BOUQUETS AND BRICKBATS

Studies made by scholars in recent years tend, collectively, to give the Federal career executive a pretty good bill of health.

The scholars say he is better educated, on the average, than his counterpart in private industry; and education is taking on a greater meaning day by day.

They say he is, on the average, strongly motivated toward public service; and this is an excellent qualification for one who has chosen public service as a way of life.

They say he makes many major decisions that profoundly affect the lives of his fellow citizens; and by all that is logical, this should give him a deep sense of purpose.

They say his services are being appreciated more year by year, as indicated by the increasing congressional and public support of improved employee benefits.

Yet, notwithstanding what the scholars say after deep and painstaking research into the subject, there are still quite a few citizens, and more than a fair number of headline writers, who refer to the Federal executive as a bureaucrat, usually not in a complimentary sense.

One day last summer, I heard a speaker at a Federal employee union convention say some very negative things about Federal executives. He talked about a civil service employee who had been reprimanded for not standing at attention when an officer walked into the room; about employees being reduced in grade because a personnel officer had made an error 10 years ago; about employee representatives who could not get in to talk to the head of a local installation; and he talked about some other matters in a similar vein that did not reflect a very favorable image of the Federal executive.

Let me run a subtotal at this point. On the one hand, I have given some of the findings of scholars which would indicate that Federal executives deserve to be respected for who they are and what they are doing. On the other hand, I have cited the "bureaucrat" image of Federal executives that some citizens and some writers hold, and I have cited a speech that virtually took the hides off Federal executives who were alleged to be doing, and allowing, things that were pretty unpleasant to hear.

Our domestic programs of social betterment range from Head Start teaching for preschool children (one of whom saw a picture of an elephant and identified it as a *rat,* because he had seen plenty of rats but had never been to a zoo) to what we are going to do to enrich the lives of our senior citizens by the year 2000 when the national population will be double its present size. In the range between Head Start children and adults over 65, we are seeking new ways to improve employment opportunities for people of all ages, all races and ethnic groups, and all levels of education. We are working to improve housing, health, and educational standards, and to replace ugly eyesores with green grass, fresh water, clean air, and structures of beauty.

On the world scene we have over 300,000 fighting men in Vietnam, convincing the world that we do not intend to stand still and let aggressors impose their will on other human beings. Our diplomats and other Government representatives are working full time to keep the atom harnessed and thus extend the lifespan of civilization as we know it.

CHALLENGES AND RESPONSIBILITIES

Meantime, the on-going services of Government are taking on a deeper and broader meaning every time we turn a page of the calendar. More people are sending and getting more mail. Food and drug inspectors are doing a better job of keeping harmful or useless products off the market. Air traffic controllers are monitoring the takeoffs and landings of more and faster airplanes. Research is being conducted in projects ranging from the desalting of ocean water to the discovery of a cure for cancer. The list goes on and on.

In the presence of mounting responsibility, Federal

executives are being required to get more work done with relatively fewer people. The magnitude of these challenges in social programs, world affairs, and essential services—to be met without drastic increases in the size of the work force—is such that every Federal executive must be on his toes, and must be fully competent.

(4) He should develop a complete understanding of the system under which he operates—and in the word "system" I include all the elements from the democratic form of government to the technicalities of merit promotion on the job—and he should work within that system to get the job done.

What do people think of Federal executives, as individuals and as a group?

What leads them to reach their conclusions?

We can construe this conclusion as our second subtotal: Today's Federal executive *must* be able to deliver the goods.

Now let us balance our first subtotal against the second, and try to arrive at a reasonable determination.

First, if attitudes toward Federal executives are mixed between scholars who say they should be considered worthy of respect and citizens who say they are not, maybe there are good reasons. Second, mission demands being what they are, every Federal executive must be a *producing* executive.

I maintain that we have ample reason to say: Let's forget about the individual or collective popularity of Federal executives, and concentrate on how Federal executives can do their jobs better. It is my belief that Federal executives should and will be judged on their *performance,* and when they are, they will be judged fairly.

SIX POINTERS FOR PERFORMANCE

Here are my suggestions on how the Federal executive can raise the level of his performance—and in the process, raise the level of the esteem in which he is held.

(1) He should remind himself every day, or more often if it is necessary, of what it is that he is being paid to do. Then he should go about doing that job with every ounce of talent, enthusiasm, and determination that he possesses.

(2) He should develop a very keen appreciation of the people in his charge, and resolve to treat them with all the dignity to which they are entitled, as he leads them on to greater effort.

(3) He should labor hard at the task of improving communications, not just with the public he is working to serve, but also with the people over and under him in the Government.

(5) He should address himself to the learning of techniques that will improve his performance, and he should be willing to devote sufficient time to the mastery of these techniques. And by techniques I mean everything from the newest of the new in computer technology to the oldest of the old in human leadership.

(6) He should have the courage to draw up a list of points that he can use as a personal self-evaluation checklist, and the modesty to use this checklist from time to time to see if he is moving ahead, standing still, or regressing.

I have been in the Federal service more than 30 years, and I have seen things unfold from the vantage point of a career civil servant, a legislative branch employee, and now a Presidential appointee. Every time I have seen a Federal executive get into trouble, and get fried in the public press, it has been because he has violated one of these six points.

The note I want to close on is this: Good public esteem will come to the executive who has earned it. But there is one very strong factor going for the Federal executive that I have not yet mentioned. That factor is the integrity of the organization that employs you and me, the Federal Government, and the reputation of the career civil service that has contributed so much to the public's respect for our Government. For our employer *is* held in high esteem, and a strong civil service has helped to make it so. Therefore, when you carry out the work of the Federal Government with all the skill and all the energy you can muster, and when you take the time to tell people some of the good things you are doing, you will find that you have the respect and support of the public and that the image of the Federal executive is what you want it to be.

RECRUITERS ROUNDUP

JUNIOR COLLEGES BURGEONING

THE NUMBER OF JUNIOR COLLEGES throughout the United States is increasing by leaps and bounds. Almost every State is experiencing this growth and student interest in gaining higher education through these institutions is increasing.

This is an interesting development from an academic point of view as well as from the viewpoint of agencies that are experiencing more and more difficulty in meeting their expanding staffing needs. Here is a gold mine of talent if we take the time to explore it—and understand its potential. A few statistics illustrate this point.

- Nearly 800 junior colleges are now in operation throughout the United States, including 51 which opened in the fall of 1965. Fifty more opened this fall. Over 60 percent are regionally accredited.
- In 1965 one student in every five enrolling in a program of higher education entered a junior college. In the fall of 1965 enrollments totaled close to 1,300,000, up by 22 percent over 1964. Enrollment is expected to double in 5 years.
- Students characteristically participate in either a transfer educational program designed to be the equivalent of the first 2 years of a regular 4-year college, or a terminal (vocational-technical) educational program designed to produce a technically trained graduate ready to enter an occupational specialty or career field.

Recognizing this growing and significant source of talent, the Civil Service Commission will issue a new examination in early January 1967, designed to attract the junior college graduate. This nationwide examination, for GS–4 positions, will closely parallel the main features of the Federal Service Entrance Examination in concept and operation, including a very broad occupational coverage and ample selective certification. Jobs covered will have a modest career advancement ladder.

SEVERAL AGENCIES already have specific recruiting and examining programs aimed at the junior colleges and have achieved excellent results. In a highly competitive market for the 4-year college graduates, these agencies have found this an excellent device for attracting talent to supplement their unfulfilled needs for the more advanced academic skills. In addition, agencies are finding that in many situations these 2-year college graduates are able to perform equally as well, after training, in certain positions where previously a 4-year graduate had been employed.

Terminal courses offered by many of these schools cover most of the career fields for which we seek 4-year graduates. These courses are not, of course, substitutes for the 4-year programs. However, they provide basic knowledge and skills that were not available until these programs were undertaken, and that complement the increasing skill needs in many career fields below the full professional level.

Here are a few programs that illustrate skills available:

- *Technical:* Mechanical drafting and design technology; electrical, electronic, mechanical, civil, chemical, and instrument technologies; certified laboratory assistant; nursing; surgical assistant; and other technical programs.
- *Business and nontechnical:* Accounting technician; secretarial science; economics; business administration; social service; law enforcement; and a number of others in related fields.

New courses in a variety of career fields are being considered.

The employment of junior college graduates will not satisfy many of our needs for graduates from 4-year colleges. However, in today's tight labor market, here is a source for talent that can make a significant contribution, not only as a supplement to other staffing needs not readily available, but in positions that, because of our advancing science and technology, require increasingly higher skills.

Certainly, it makes good sense to seriously consider this expanding source of skilled talent in planning future staffing needs, as well as for the unfilled vacancies we have today.

—R. F. Mello

NEW NATIONWIDE EXAM AIMED AT JUNIOR COLLEGE GRADS

The first nationwide examination specially planned to attract junior college graduates, the Junior Federal Assistant Examination, has been opened by the Civil Service Commission.

Name of examination: Junior Federal Assistant Examination (Announcement 406).

Requirements: Two successfully completed years of study above the high school level OR 2 years of work experience (administrative, technical, clerical) OR a combination of the two.

Students currently in school who expect to graduate within 9 months may apply.

Type of test: Written test to be held Saturday, March 25, 1967. Applicants will be sent sample test questions.

When open: Open January 24; closing date February 20, 1967.

The Professional Organization's Dilemma

HOW SHOULD PROFESSIONAL ASSOCIATIONS and their members relate to the management of the Government?

Ever since the development of a formal policy for labor-management relations in the Federal Government under Executive Order 10988 in January 1962, this question has bothered many professionals. Should their associations continue to deal with management as professional organizations, or should they seek recognition as unions under the labor-management relations program?

There *is* a certain dilemma, for the individual is both a professional and an employee. Professional organizations have a responsible and productive part to play in employee-management relations. Unions have a responsible and productive part, too. Either role carries with it certain rights and benefits—and certain obligations and limitations. The hard fact is, however, that in the Federal program an organization must choose to be one or the other—professional or union. It can't have "the best of both worlds."

Let me outline some of the rights and benefits involved in the choice.

If recognized as a *union:*

- With small membership in the installation, the organization will have *informal recognition,* with the right to be heard by management on matters of concern to its members; this is substantially the same, of course, as the right any professional organization already has.
- If its membership is as much as 10 percent of the employees in the unit or activity, the organization gains *formal recognition,* with the right to be consulted by management on the formulation and implementation of personnel policies and practices, and matters of working conditions that are of concern to its members.
- If it is designated by a majority of the employees in an appropriate unit, it gains *exclusive recognition* to represent all employees in the unit, including those who are not members, and the right to negotiate agreements covering matters of personnel policy, practice, or working conditions that are within the discretionary authority of local management to determine.

These are some of the basic rights that flow from recognition as a union. The benefits that may accrue are whatever improvements the union can achieve through the process of consultation or bargaining with agency management. Potential benefits are in such areas as improved promotion plans; arrangements for scheduling tours of duty, leave, overtime, and opportunities for training and career development; and the improvement of physical conditions at the work site or personal conditions for employees such as rest periods, parking arrangements, and so forth.

ANOTHER BENEFIT, available only where there is exclusive recognition, is the opportunity to negotiate procedures for handling grievances of employees in the unit, including provisions for third-party arbitration.

If it is eligible for formal or exclusive recognition, one other important benefit possible—important to any membership organization—is the use of voluntary payroll deductions for dues collection. This is generally not available to professional organizations.

Now for some of the limitations and obligations that go with recognition as a union:

- First is the requirement that members of agency management cannot participate in the management of the union or act as its representatives. This is troublesome to professional organizations that have agency management or supervisory officials serving in leadership positions in their organizations. Recognition as a union requires that the individuals involved either withdraw from their management positions in the agency or from their leadership positions in the organization. As Arthur Goldberg has expressed it, "The union can't be on both sides of the bargaining table." Putting it another way, agency management can't be in the position of dominating or controlling the union—first, because it wouldn't be right or sensible and, second, because the agency would be subject to unfair practice charges by employees or a competing union under the Code of Fair Labor Practices.
- The second limitation of consequence is the requirement that agencies must maintain a clear position of neutrality toward their employees' joining or

not joining a union. An agency cannot encourage or discourage membership in any association defined as an employee organization under the Executive order. This limitation does not apply to the agencies' attitude toward employees' joining professional associations. Indeed, it is common practice for agencies directly to encourage their professional employees to belong and participate actively in professional associations, and to support their participation by allowing official time for attendance at meetings and conventions, preparing articles for professional journals, and so forth. But if the professional association is recognized, instead, as an employee organization—gaining the rights and benefits of a union—it must be treated as a union. Membership cannot be encouraged nor may any solicitation of memberships, dues, or other internal organization business be conducted on Government time.

- Third is the limitation on the kinds of matters which the union has the right to consult or negotiate on with management. Areas excluded from this right are the mission of the agency, its budget, its organization and the assignment of personnel, and the technology of performing the work. Further, of course, a negotiated agreement cannot override any laws or regulations, which remain paramount.

- Finally, with exclusive recognition the union assumes not only the right to speak for all employees in the unit but also the obligation to represent all of them, without discrimination and without regard to whether they are members of the organization.

Perhaps these few pros and cons will give enough idea of what is involved for the professional association if it chooses to be recognized as an employee organization under the Federal program. In a number of cases, professional associations have developed a strong and useful role in this capacity. More generally, I think, professionals—in their capacity as employees—have chosen representation by the regular Government unions, either in separate professional units or in mixed units with nonprofessionals. I expect that in most of the cases the individuals involved continue also to maintain membership and participation in their professional associations.

In this connection, I should point out that the individual, unlike the organization, does not have a hard choice to make. Our labor-management order does not take away any of his individual rights as an employee. He has a right to join a union, matched by an equal right not to join. There is no closed shop or union shop principle in the Federal program. The professional is free to belong to both his professional association and a union, and to enjoy the benefits of both.

IF THE PROFESSIONAL ORGANIZATION chooses to continue a professional relationship with Federal agencies, the formal labor-management program may or may not affect its status, depending upon the situation in the individual agency or installation. Generally, its representation to agency management with respect to professional standards, personnel policies, and working conditions affecting its members would not be limited except where a union has won exclusive recognition in a unit which includes them. Where this occurs, of course, the union takes over the right to speak for *all* employees in the unit, so the professional association could not deal with agency management on behalf of its members in that unit.

As a final word, I should point out that the Executive order governs only the relationships between employee organizations and the management of the executive departments and agencies. It does not limit the traditional dealings of professional organizations and unions with the Civil Service Commission. We continue to seek and benefit from consultation with all organizations in developing our classification and qualification standards, training programs, and general policies and regulations for the civil service.

And the program does not in any way limit the traditional relationships of organizations in representing their members to the Congress, the source of authority for basic changes in pay, insurance, retirement and other employee benefits, and the general laws that govern the conditions of Federal employment. It is there that the principal benefits of an economic nature are achieved for the civil servant, whether he be professional or nonprofessional.

—*W. V. Gill,* Assistant to the Chairman, U.S. Civil Service Commission

TO VIETNAM—First professional Commission employee to join the United States nonmilitary mission in Vietnam, William O. DeVoll (left center), of the Office of Career Development, is shown with Mrs. DeVoll, J. Kenneth Mulligan (left), Director of the Office of Career Development, and Bernard Rosen, Deputy Executive Director. Mr. DeVoll will be engaged in administrative and advisory work on Vietnamese government employee training programs as an employee of the Agency for International Development. (*CSC photo*)

Two Views on Labor-Management Relations

♦ THE PUBLIC MANAGEMENT NEGOTIATOR and even the elected public official must keep firmly in mind during the bargaining process that he is not representing his own interest, but the public interest. The moment the public negotiator begins to conceive of himself in terms of a boss or manager of a private business, he is lost. The public administrator has no voting bloc to back him other than the public at large; his claim for management prerogatives vis-a-vis the public or the public employees is not enough to swing the political support necessary for him to survive in the long run. I realize that adopting this new attitude is going to be hard for some administrators. They have so long been used to authority and decision-making while shielded from the general public that they naturally drift into a proprietary concept over that section of government under their domain. This kind of public official is vulnerable to employee pressure under the new system of things.

It is for this reason that the public has to keep a watchful eye on its own negotiating officials in employee negotiations. There is a tendency for public employee organizations to try to sit on both sides of the bargaining table by exercising influence over the public negotiators through elected public officials under some obligation to the employee organizations for support. The public must ask of its negotiators not that they be implacably hostile to public employee demands, but that they be fair with the public interest.

Another part of the new philosophy is that public managers and administrators must not meddle in the affairs of employee organizations. Employee organizations are undergoing and will continuously undergo much turmoil in forming bargaining units, getting representation, developing their own identity of interests, and formulating demands. There will be interorganization rivalries. There will be rivalry between professional associations and labor organizations. The temptation may exist for the public administrator to try to play these groups against each other. The public should not countenance any such action on the part of its administrators. All dealings must be at arm's length and the employee groups must settle between themselves their organizational policy within the framework of the law.

A last observation, but a most important one, is now made. In this new era, if the public is not to be plagued by employee disputes, it is incumbent on public administrators to pay close attention to the day-to-day operations of the public service and see to it that grievances are promptly and fairly handled. Poor grievance handling causes a large amount of work stoppages. To handle grievances and problems well, supervisors must be competently trained. ♦

—*Frank P. Zeidler,* former Mayor of Milwaukee and now consultant to the Public Personnel Association, from an address at the PPA International Conference in Washington, D.C.

♦ I BELIEVE THAT THE LAW should make clear that the essential aspects of the merit system cannot be bargained away. To make a promotion subject to negotiation is to throw the merit principle out the window. Nor am I convinced that the unions would observe principles of equity if they were allowed to negotiate individual job classifications. Collective negotiations should be employed for determination of pay scales and other working conditions, but not for determining how an individual job is classified and who is promoted.

The union emphasis on seniority is utterly incompatible with merit principles. The union agreements in industry up to now have primarily applied to blue collar workers, but now the unions are pressing for seniority clauses in contracts covering large numbers of Government white collar workers. If a merit system doesn't exist in the first place, then the unions have a big wedge for introducing the seniority concept and obtaining salaries and fringe benefits according to expediency rather than any principles of uniform treatment for similar groups of employees. Where a merit system does exist, the unions may try to introduce the seniority principle "as evidence of merit," but it is up to the Government negotiators to balk.

Where it is a question of implementing merit concepts as, for example, in developing details of competitive promotion systems, the management can and should negotiate such details with the unions. But the unions should not be allowed to think that they can negotiate a different kind of promotion system, or their version of what merit really means.

The real test of the employee leaders will be the way they approach this question of reconciling collective negotiations with the merit principle. If they chip away only at those management prerogatives which have nothing to do with preserving merit principles, then they will have shown sound judgment. ♦

—Commentary on the Zeidler address by *Felix A. Nigro,* Charles P. Messick Professor, University of Delaware.

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Career Civil Servants and . . .

THE CITIZEN'S RIGHT TO VOTE

By HAMMOND B. SMITH
Director, Atlanta Region
U.S. Civil Service Commission

THOUSANDS OF NEGRO AMERICANS in four southern States voted for the first time in their lives in the primary and general elections of 1966. More than 124,000 of them were listed as eligible voters by career civil servants under authority of the Voting Rights Act of 1965. In addition, there can be little doubt that the presence of Federal examiners served to intensify registration activity of local registrars.

In the article that follows, Civil Service Commission Regional Director Hammond B. Smith describes the role of career civil servants who worked as Federal voting examiners in listing citizens to vote, and as observers at polling places. He and Louis S. Lyon, CSC regional director in Dallas, have headed the Commission's field forces in the operations to date.

Hammond Smith's story does not draw conclusions as to the long-term political, social, or economic effects of the law. But in the telling of events as they happened in the Atlanta and Dallas regions, he has captured pathos and pride, irony and humor, apprehension and satisfaction—and above all, essential results—the vital threads from which the fabric of history is woven.

Career civil servants have helped to translate major social legislation from parchment to a new way of life for countless American citizens. They have pushed forward the frontiers of freedom.

—John W. Macy, Jr., *Chairman*
U.S. Civil Service Commission

I HAVE BEEN ASKED on numerous occasions: "How in the world did the Civil Service Commission, a personnel agency, ever get into the voting rights program?"

The answer is as logical as it is simple.

The very heart of the Voting Rights Act of 1965 was a provision decreeing that wherever States and counties were using regulations or laws or tests to deny a citizen the right to vote, such obstacles would be struck down. This was clearly a legal function, to be carried out by the Department of Justice and the courts.

However, the law continued, if it became clear that State officials still intended to discriminate, then Federal examiners would be sent in to list all eligible voters, and Federal observers would be assigned to monitor the conduct of elections at those polling places where there was reason to suspect that discrimination might be practiced at the polls.

It was imperative that the examiners and observers sent into the communities be fair and impartial in carrying out the provisions of the law, and that they be experienced in dealing openly and honestly with the public. Therefore, it was not surprising that the lawmakers turned to the Civil Service Commission, an agency of Government that had been founded on the concepts of fairness and impartiality, an agency that was widely respected by the public, and an agency that had the people qualified to meet the need.

So we entered the program as teammates with our counterparts in the Civil Rights Division of the Justice Department. Their mission was enforcement, ours implementation.

CALL TO ACTION

We in the Commission's southernmost regions had been eyewitnesses to many of the key events that reflected the Negro's increasing determination to achieve equality—from the initial attempts to overcome local resistance against the Supreme Court's decision on school integration, through the early protests led by Dr. Martin Luther King, Jr., to the now-historic march on Selma in 1965.

President Johnson addressed a joint session of Congress in night session on March 15, 1965, and presented the Voting Rights bill to Congress 2 days later.

We followed the debates with great interest, and as passage became more certain, the Commission appointed a task force in Washington under Wilson Matthews, Chief of the Hearing Examiner Program, to plan for and be ready to execute the Commission's responsibilities when the Act became law.

Concurrently, we began to dig in at the regional level in Atlanta and Dallas. We met with regional officers of the Post Office Department and the General Services Administration to explain our needs for office space when the bill became law.

Significantly, we held discussions with leaders of the civil rights movement and asked for their support at the outset.

My deputy, James A. Wilson, and I made an extensive trip through the States of Mississippi and Alabama, calling on local postmasters in some 15 or 20 towns in each State, particularly in those counties which would most likely be affected. We explained how we would go about implementing the law when the bill was passed and if the Attorney General called upon us, and outlined our probable needs for space. We learned from them the pulse of the communities, special problems we might face, and the names of community leaders. Louis S. Lyon and his people in the Dallas region made similar excursions.

WHEN LOU LYON AND I were called to Washington for a meeting with the central office task force, we were briefed on the broad aspects of the Commission's responsibilities under the then-tentative law, and asked to contribute suggestions based on our first-hand knowledge and experience.

Having led community reviews in several of the potential trouble spots in 1963 when the Commission studied in depth the social, economic, cultural, and environmental factors that affected the Federal program on equal employment opportunity, and having gained additional background data in field trips, we were able to make substantive suggestions. We were also able to provide a profile of the community and to report on the availability of office space.

FINDINGS AND RECOMMENDATIONS

The Federal examiner program is being effectively administered by the United States Civil Service Commission. The program has been imaginatively planned, vigorously executed, and closely supervised by the Civil Service Commission. Qualified applicants have been listed within a reasonable time. Those found disqualified and those seeking to challenge listed voters have been accorded speedy and fair review of their cases. The absence of any delay and the courtesy and fairness of the examiners have encouraged previously disfranchised citizens to trust the electoral process.

THE EXAMINER AND THE COMMUNITY

A major barrier to Negro registration in the past has been the fear or timidity with which many Negroes approach State voting officials. Many of the examiners selected by the Civil Service Commission are life-long residents of Southern States with background and training similar to that of State and local officials. Nevertheless, they have treated Negro voter applicants with a warmth and courtesy which has brought them praise from registration workers and the applicants.

One newspaper noted that when examiners address applicants by courtesy titles they are likely to be speaking to "a Negro who may have lived 50 years in the South without ever having heard a white man call him 'Sir'." When asked to describe the examiner's treatment of applicants, a Negro woman in Wilcox County, Alabama, replied: "People get out their friends because it is so nice."

—Excerpts from ***The Voting Rights Act . . . The First Months,*** report of the U.S. Commission on Civil Rights, 1965.

I returned to Atlanta and appointed Gordon Pressley of our Personnel Management Division to head a regional task force that would work closely with Wilson Matthews' group in determining requirements, arriving at procedures, and making plans to carry out our responsibilities when the time came. Lou Lyon appointed Cyrus H. (Bud) Lohfink as Pressley's counterpart for the Dallas region.

Both were natural choices for the assignment. Pressley had planned the original community review conducted by the Commission—a plan that proved so well conceived that is was adopted for nationwide use—and Bud Lohfink had gained broad experience as head of the Commission's branch office in New Orleans.

Applying the same bent for logic to the voting rights program, Pressley made a recommendation that we quickly adopted. He suggested that, upon arrival in a town designated by the Attorney General, the examiner in charge would ask the local postmaster to arrange a meeting of the town's local officials—the mayor, sheriff or chief of police, probate judge or other official in charge of elections, and other leaders. The examiner would matter-of-factly discuss the provisions of the law, explain why the examiners were present, and ask for adequate police protection. Without pomp or condescension, he would make it clear that the examiners were going to do what they had been sent to do, and then ask for cooperation in the work that *would* be done.

Looking back, I am convinced that this approach turned out to be the single most important factor in the success that we achieved, coupled, of course, with the splendid way in which our people conducted themselves in the field.

Passage of the Voting Rights bill became imminent in late July, so a 3-day conference was called for August 4–6 in Washington to train the employees who would serve as examiners. About 50 persons from the Atlanta region and 20 from the Dallas region were present.

The participants, all employees of the Commission, were mainly inspectors who had gained experience in the community review program, and civil service investigators whose education, selection, training, and experience fitted them for the task of voting examiner.

The future examiners listened attentively as Commission and Justice Department officials explained what could be expected, and outlined the duties to be performed.

At about 11:15 on the morning of August 6, Wilson Matthews beckoned with his finger for me, Lou Lyon, and several members of the training group to leave the room and accompany him. Outside, he told us the President was about to sign the bill into law and that we were to rush to the Capitol. We ran to the nearest taxi, and still out of breath, reached the Capitol just in time to hear the President's remarks and see him sign the bill.

After the President signed the bill, I dashed to the airport preparatory to getting our Atlanta house in order for the work ahead.

I had thought we would have 3 or 4 weeks of lead time between the signing of the bill and the deployment of examiners, but learned from the President's remarks that we would have only 3 days. He announced that the Attorney General would designate specific counties on August 9, and that Federal examiners would be sent into those counties by August 10.

Regional office activity in Atlanta and Dallas took on new intensity to do all that would be necessary to place examiners where needed in response to a decision that could be transmitted to us only at the last minute.

On the morning of August 10, offices were opened at four locations in Alabama, two in Mississippi, and three in Louisiana.

REGISTRATION BEGINS

Business was overwhelming at Demopolis, Greensboro, Fort Deposit, and Selma, Ala., and at Canton and Greenwood, Miss., requiring us to bolster our examiner force by four before the second day began.

Canton, Miss., will serve as an example of the pressures and confusion our men encountered on opening day:

The registration office was in an empty store building with no air-conditioner, not even an electric fan. The day was extremely hot, and huge throngs of Negroes stood in the sun, pressing to get inside and be registered. There were no lines, simply a mass pressure generated by scores of people, all pushing forward. The normal heat would have been stifling, but it was compounded by the press of human beings. Numerous correspondents from newspapers, magazines, and radio and television

networks clamored for first-day stories, pictures, interviews, and human interest. Kleig lights used by the American television cameramen added to the heat, and the arc lights used by the BBC crewmen blinded both the examiners and the registrants.

The examiner captain was almost totally occupied with the newsmen, and the other examiners were practically crowded out of operation. One examiner attempted to get the people to back up and enter in an orderly manner, but soon realized that the ones within sound of his voice were not the real offenders—the thrust was coming from the back of the line, a good block and a half away.

At this moment a burly giant of a man, a Negro who had seen military service, shouldered his way to a harassed examiner, identified himself as Isaac, a local leader in the civil rights movement, and asked what he could do to help.

"Just get these people to give us half a chance and we'll give them the best service we can," the examiner replied.

Whereupon big Isaac went into action, and according to the examiner, the way he restored order was a thing of beauty. Calmly but authoritatively he stood towering above the crowd and issuing orders that simply did not brook questioning: "Keep in single file. Don't push from behind. Do not enter the office until you see somebody else leave. And help these people who are trying to help you."

It was as if a cool rain had fallen on the parched earth. Peace and calm had been restored.

On opening day, there was a bomb threat at Greenwood, Miss. Alerted to the threat, one examiner asked: "Have I got time to finish registering this one?" His team captain replied: "You might have, but I haven't got time to watch you." They both left hastily but the threat never materialized.

Day followed day, and as the number of registered applicants mounted, the examiners made some pertinent observations throughout the so-called Black Belt of the southern States. I shall draw heavily upon their observations in this report.

(1) The rate of *older* Negroes applying for registration was surprisingly high, with some of the applicants indicating that they had been born slaves. Old couples in their 80's and 90's were common; individuals and couples 65 and older were the rule; young men from 21 through 40 were rarely seen. One man came in on his 100th birthday.

Several times, aged Negroes made the remark: "I jes hope I live long enough to vote one time before I die."

(2) The rate of illiteracy among the Negro applicants was high.

In completing the required forms, examiners found that the question about conviction for a crime brought some surprising answers.

One old man, aged 95, who had said at the outset that he came in to get his freedom—the right to vote—came to this question. He scratched his head, looked toward the floor in absolute despair, then stammered an affirmative response. The examiner asked: "What was the charge?" The old man answered: "Gambling." The examiner asked: "How much were you fined?" and the old man answered, "Five dollars." Asked when it occurred, he answered, "Bout 1905." The examiner looked at his list of disqualifying crimes and found gambling listed. He gave the old man an application for pardon,

told him where to mail it, and said that if he received a pardon he would be welcome to come back and apply again for registration.

At Lake Providence, La., an elderly man said he had spent 18 months in prison for "hauling water." After lengthy interrogation, it turned out that he had been hauling the water to an illegal whiskey still.

(3) The extent of examining and listing for registration purposes could be measured in direct proportion to the extent of civil rights activity. At peaks of registration, civil rights workers were lining up people to be listed, transporting them to the examining offices, and assisting the examiners. But when the civil rights workers moved on, activity tapered off almost immediately.

(4) By and large, initial relationships between Federal examiners and local authorities ranged from cool tolerance to passive acceptance. While there were isolated instances of efforts to discredit the program, there were scores of reports by examiners which indicated the warmth and hospitality of town leaders and individual white citizens.

One prominent citizen, who lived in a plantation mansion, came up to a team of examiners, explained that his

children had grown up and moved away, and said: "You-all come on out and stay with us. We've got plenty of room and plenty of food."

Food, strangely enough, posed one of the more crucial problems in the early days of Federal voter listing. In the wake of court decisions on public accommodations, a number of restaurants and cafes had become private "clubs." The key to membership, of course, was a white skin.

Some "club" managers had installed peep-holes so they could look out and see the person desiring admission. If not acceptable he was not admitted. The early-arriving Federal examiners found out that they were barred.

One local housewife had little tolerance for such inhospitality. She marched in, identified herself to the examiners who were growing weary of filling-station cokes and peanut butter crackers, and asked if they would enjoy some southern cooking. Their response was what you would predict, and soon she began *bringing* hot lunches to the examiners in their office. One of the examiners explained somewhat apologetically that his doctor had imposed a diet and that he was not allowed to eat green vegetables. Thereafter, he got a baked potato with his chicken, beef, or ham each noon.

(5) In many towns prejudgments appeared to have been made with respect to the Federal examiners sent into the community. Let me pay tribute to the wise decision made at the top levels of the Commission that the examiners, initially at least, would be experienced civil service investigators, inspectors, and others who had had experience in public contact work. These people were mature and their experience and dispositions leaned toward a calm, friendly, and neighborly attitude in dealing with all with whom they came into contact. Their very work, long before the Voting Rights Act was passed, required them to win people's confidence and respect.

Our men had gone into the towns concerned, met with local officials to explain their mission, and gone about their business in a calm, deliberate, and friendly manner—seizing upon every opportunity to explain to town leaders that they were there to carry out a Federal law, and asking for cooperation in getting a necessary job done. It was no small part of the pre-planning that the men selected were natives of the southeastern States, and familiar with the characteristics of southern people.

(6) Working space for the voter listing activity was provided when it was needed, and the quality was adequate. We are particularly indebted to the Regional Administrators of the General Services Administration for their prompt response and herculean efforts whenever we asked for space.

Sometimes it was impossible to acquire space in a federally owned or leased building or to rent space, so trailers were hired and towed into place at considerable expense to the Government.

One effort to obtain office space resulted in national headlines. The Federal authorities were unable to obtain adequate space in a Federal facility or to rent a vacant store, office, or other space in Prentiss, Miss. So, under a Federal statute, a court order was invoked in order to take over a motel. The owner brought a $600,000 suit against the Government. The motel was

occupied by Federal examiners, and some listing was done, but other space was later found. Subsequently, the owner was awarded $2,400 damages.

Hurricane Betsy left the Post Office building, which housed the examining office at Buras, La., under 11 feet of water. The files, though water-logged, were undisturbed, and a new office was erected on the loading ramp of the Belle Chasse, La., post office.

EXPANSION OF COVERAGE

As time passed, we sent examiners into additional counties and parishes designated by the Attorney General, and by about the sixth week, we called upon other Federal agencies to furnish examiners.

The number of Negro examiners increased from two at the outset to something like a third of the entire force in the field.

It became immediately discernable that employees who had been in public contact work in their parent agencies made the best examiners.

Also by this time, we had pulled most of our inspectors back into the regional offices, and our investigators were performing all of the supervisory examiner duties as well as many of the journeyman examiner tasks.

When the initial rush of business began to subside in a given town, the Justice Department would advise us whether to close out the office or open it once a week or once a month on a "circuit-rider" basis.

Deactivation of the Greensboro, Ala., office calls to mind an anecdote that portrays the drastic change in climate that our examiners underwent between the early days when hostility was thinly masked and the latter days when our examiners had earned warm acceptance among the townspeople.

An examiner who had been present on opening day had worked diligently, and with his teammates had registered a total of 3,200 persons by the day that he was scheduled to depart.

All the while, this examiner had maintained a continuing friendship with a young Negro man who performed janitorial duties and did other jobs in the building. Their relationship had taken the form of mutual teasing as time went by; nevertheless, the examiner could easily discern that when the young Negro came in to say farewell, he was torn between being serious and maintaining the joking relationship.

While the examiner was posting the list of 3,200 registered voters, with his back to the young Negro, the Negro said: "You sho' have made a lot of friends in these parts." Then he added hastily: "About 3,200 of them, I'd say."

The last 45 days before a primary, runoff, or regular election pitted our people in a race against the calendar to complete several steps required by the Voting Rights Act. Under the law, a new voter had to be listed 45 days before the polling date to be eligible to cast his ballot.

Public posting of the names of federally listed voters was required 10 days after the close of each listing period to give interested parties the opportunity to lodge a challenge. This naturally imposed an enormous clerical workload on the regional office staff—receiving raw data from several teams of examiners, rushing lists to completion, and getting the completed copies back to the examining station for public display and to appropriate election officials of the counties and States for their use.

At the end of the 10-day posting period, formal hearings on all challenges had to be started and completed within a 15-day period.

Enough names were challenged after the initial posting to require teams of hearing examiners to be dispatched from Washington to conduct hearings.

.Subsequently we were able to reduce the time and expense of conducting hearings by turning over to our regional appeals examiner the duties that had been performed initially by hearing examiners from Washington. Still later we established an administrative means to reduce the workload even further: The registering examiner in the field, when presented irrefutable proof that

a voter should be disqualified, was empowered to notify the regional office that the person's name should be removed. The person was then given notice, and sufficient time to respond. If no response was forthcoming, local registrars were notified to remove the name from the list.

THE HEAT OF ELECTIONS

Voter listing was still anything but a routine operation when we began tooling up to send Federal observers to monitor primary elections at polling places.

The primary in Alabama, scheduled for May 3, 1966, will illustrate the complexity of the problems and pressures we encountered.

We had estimated a few weeks before the May 3 primary that several hundred seasoned investigators might be needed to observe polling places designated by the Attorney General and the new voter listing offices that would be opened for the primary. (Under the law, observers may not be sent to a polling place unless a voter

listing office has been opened in the political subdivision in which it is located. The purpose of the office being open is not necessarily to register new voters on election day, but to accept complaints from citizens alleging that they have not been permitted to vote, or complaints of other irregularities. Thus the detailing of men for both observer and voter listing duties in the same vicinity meant additional staffing.)

Eight of the Commission's 10 regional offices were instructed to tentatively select investigators for this duty, and plans were made for a training conference in Washington.

On the morning of April 21 I learned that the training site had been changed from Washington to Atlanta, and with only 8 days to go before several hundred investigators might arrive, I was told to find hotel space, arrange for training facilities, obtain Government and private vehicles for use by the investigators, and arrange flights to their posts of regular duty after the election. I was also told to avoid premature publicity since we were still uncertain as to whether or not our observers would be used.

Once again, a maximum effort was required from our regional office staff. There were instructions to be reproduced, telephone lists to be compiled, and a score of other administrative details to attend to.

James R. Dunn, Regional Administrative Officer, took on the hotel-room and training-space detail, and worked steadily down the list of likely accommodations. He was having little success (the best anyone could provide was

50 to 75 rooms) until I placed a call to an old friend who was manager of the Biltmore Hotel. Bonanza! We were assured adequate rooms and a banquet hall in which to conduct the training.

Jim Dunn wrung his hands only momentarily about auto transportation and return flight reservations. For automobiles, he reserved every piece of rolling stock that GSA could muster, then, through GSA, entered into agreements with every major car rental agency in town. On the airline tickets, he shared his problem with Don Langland, District Sales Manager of Delta Airlines, who, by good fortune, was located in our building. Don said: "Just collect *all* of their return tickets as they arrive. Put them into a box, and let us worry." He then assigned an assistant and three young women to book our men to what turned out to be 72 different cities, both on his own and other airlines. Subsequently, Don and his associates received a warm letter of appreciation from the Chairman of the Civil Service Commission.

Our men arrived on Friday evening and training began on Saturday morning, April 30, and continued through-

out the day. During the training session, an air of "iffiness" prevailed. Every statement the instructors made, it seemed to the investigators, was prefaced by the words: "If the Attorney General decides to have observers"—but all hands obtained the fundamental knowledge they would need to man a polling station or hear complaints.

One aspect of their duties, they learned, would set a precedent, for they would be required to watch illiterate citizens cast their ballots, and insure that the local election official marked the ballot as the illiterate voter wanted it marked.

Training continued well into late Saturday and the suspense built up. Still there was uncertainty as to whether or not we would go in. The suspense mounted as training resumed on Sunday.

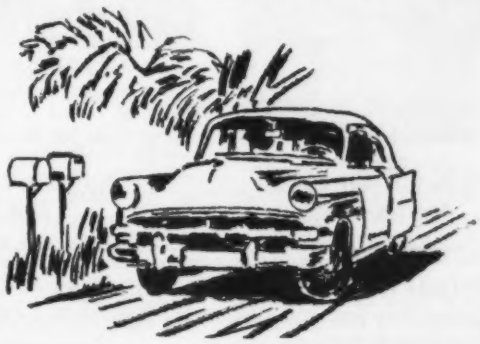
At 10:30 a.m. on Sunday, May 1, we received word from Justice to have our men proceed to designated locations in Alabama to observe the Tuesday election. While our men were enroute by auto, our girls manned the phones to book hotel and motel accommodations for them.

When primary day came, all but one observer was at

his proper polling place on time. He had encountered an open draw bridge and was only a few moments late.

Local reaction encountered by the observers was much like the reaction that had been encountered by the first examiners who went in to list voters: chilled tolerance at first, which in most instances turned, as the day wore on, to a reasonably warm human relationship.

One observer team, whose captain had to be quite persuasive even to gain admission into the polling place, noted that the local election officials warmed up so completely during the course of the day that when one of their wives brought hot suppers, she brought enough for



the Federal observers, and for the Negro civil rights workers who were watching the polls.

An overwhelming majority of the observers' reports noted the complete fairness of the local election officials, and a large number of the observers' reports noted the actual help that had been extended to illiterate Negro voters.

Things were quiet in Atlanta at midnight on May 3, so I went home to get some sleep. About 1:30 a.m. the telephone awoke me. Jess Cowan, our team captain in Selma, Ala., reported: "There's a mixup over 10 or 12 ballot boxes and the Justice Department wants you to have 10 extra men here by 8 o'clock this morning."

I phoned and got Jim Dunn out of bed at 1:45 a.m., questioned him on the availability of 10 men, and learned that our reserves had already been released and were on the road. We decided that at 6 a.m. we would call our civil service representative away from his regular duties in Montgomery, and shuffle other manpower assignments to meet the crisis on time. As it turned out, we tied up 9 men for 3 weeks in keeping watch on the ballot boxes during litigation brought by the Department of Justice to assure that the ballots were counted fairly. While the boxes were being held, our men were placed on 24-hour-a-day, 7-day-a-week watch. Finally, court action was taken and the judge ordered the ballots counted.

When we took stock after the May 3 primary, we were relieved that the major events we feared could happen had not happened. The nearest thing to an act of violence against any of our men was that a tire had been slashed on one of the 175 automobiles our men had used.

To date, the Atlanta regional office has sent examiners into 40 counties, and we have completed seven major efforts in carrying out observer responsibilities: primary and runoff elections in Alabama, primary in Mississippi, primary and runoff in South Carolina, the runoffs in Louisiana, and the November 8 general elections.

Our men have been called into court when the legality of the voting rights program was challenged, but there has been no violence whatsoever aimed at our examiners or observers.

SUMMATION

There are a thousand and one other incidents and anecdotes that time and the telling will bring out as the voting rights program becomes a matter of history. But for now, I wish to summarize the results as I have seen them unfold in the Atlanta region of the Civil Service Commission.

- For a manager who already had a rather full program of civil service functions to perform, the voting rights program has been both a fascinating and a sometimes frustrating experience. I think that each man who went into the field to take part as an examiner or observer and each of the men and women who worked in the program—not only in our regions but in the other regions of the Commission—are real heroes. Many of them were frightened and apprehensive as they undertook their duties, but they went. I cannot pay high enough or strong enough tribute to the courage and devotion to duty these fine people exemplified.

- The experience has been an object lesson to those of us who were participants. We have proved that an "old line" agency can tool up in a hurry to carry out a new social program that would have been completely foreign to us 5 years earlier, and we feel pride in our responsiveness to a national objective of the Congress and the President.

The AWARDS STORY

EMPLOYEES GENERATE MAJOR GAINS IN COST REDUCTION

For the second consecutive year, Federal employees have set new records in the number and value of their special contributions to cost reduction and increased efficiency within Federal agencies. A recent Civil Service Commission report to the President disclosed that the following all-time highs were achieved in the Incentive Awards Program during fiscal year 1966:

- Over 140,000 suggestions adopted—an increase of 5.5 percent over F.Y. 1965.
- Over $123.3 million in measurable benefits from adopted suggestions—an increase of 28.7 percent over 1965.
- Over $4.2 million in awards to employees for adopted suggestions—an increase of 6.8 percent over 1965.

In addition, the report to the President noted that over 80,000 employees received awards for superior job performance and outstanding work achievements which yielded over $158 million in measurable benefits to the Government. These figures represent increases of 19.9 percent and 5.1 percent, respectively, over 1965.

NOTABLE AGENCY RECORDS

Each of the military departments of the Department of Defense—Army, Navy, and Air Force—achieved a new 12-year high in the amount of dollar benefits realized from adopted suggestions.

Air Force was the leader among all agencies in dollar benefits with $57.3 million savings from 23,237 adopted suggestions. Navy led the Defense group in the number of adopted suggestions with a total of 24,889—an increase of 39 percent—and also increased its measurable benefits from $18.5 million to $20.7 million in 1966. Army's dollar benefit return from its 23,064 adopted suggestions rose 13 percent to $25 million. Defense Supply Agency increased the number of adopted suggestions by 43 percent and their dollar benefits by 85 percent to a record high of $2.6 million.

Four nondefense agencies gained more than a million dollars in measurable benefits from adopted suggestions: Post Office for the 12th consecutive year; NASA for the 3d consecutive year; and Treasury and Agriculture for the 2d consecutive year.

SUMMARY OF GOVERNMENT-WIDE RESULTS

Fiscal Year 1966

EXTRA EMPLOYEE CONTRIBUTIONS	
Suggestions adopted	140,779
Rate per 100 employees	5.7
Superior performance recognized	80,513
Rate per 100 employees	3.3
IMPACT ON COST REDUCTION	
Benefits from adopted suggestions	$123,395,573
Benefits from superior performance	$158,027,335
AWARDS TO EMPLOYEES	
Adopted suggestions	$4,267,111
Average award	$42
Superior performance	$10,344,979
Average award	$146

Post Office Department led all agencies in the number of adopted suggestions with a total of 42,736. Savings from suggestions increased 36 percent over 1965 to an all-time high of $8.3 million—the largest savings among the nondefense agencies.

NASA showed an increase of 17 percent in the number of adopted suggestions and their dollar benefits rose 95 percent to a record $2.4 million.

Treasury Department achieved a 23 percent increase in both adopted suggestions and resulting dollar benefits. The 4,696 adopted suggestions and $1.4 million in dollar benefits represent all-time highs for the Department.

Agriculture's number of adopted suggestions rose 57 percent to 3,021—a new record—with resulting dollar benefits of $1.3 million.

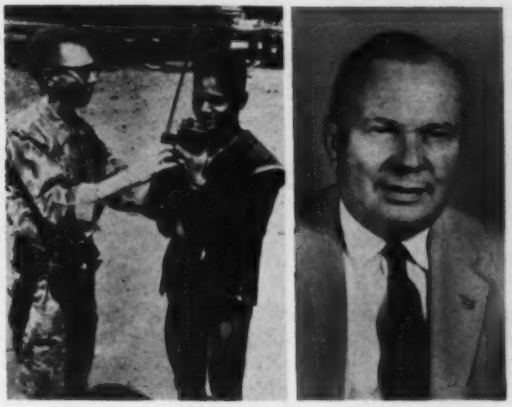
GSA increased the number of adopted suggestions by 23 percent and their dollar benefits rose 109 percent to an all-time high of $474,561.

Other large agencies showing notable increases in dollar benefits from adopted suggestions were:

	Percent Increase	*Total for F.Y. 1966*
Panama Canal Co.	221	$176,051
Commerce	42	224,733
AEC	36	90,259
GPO	27	73,955
FAA	16	474,970

TOP CASH AWARDS OF 1966

Largest Award for an Employee Suggestion: $4,375 to Robert M. Callaghan, an instrument specialist at Air Force's Middletown Air Material Area, Pa. He devised an improved system of controlling stock levels of certain aircraft spare parts. Result: Reduced stock requirements and savings of $3.3 million in new procurement costs.



Largest Award for an Individual Superior Accomplishment: $5,000 each to (1) Paul Katz, an AID electrical engineer for developing special low-cost radio sets used by Vietnam police at a procurement saving of $4.6 million; and (2) Dr. Friedrich O. Ringleb, a research physicist at the Naval Engineering Center, Philadelphia, Pa., whose pioneering research in the development and design of aircraft, missiles, jet engines, and aircraft carriers has significantly increased the operational effectiveness of the Navy.

Largest Award for a Group Achievement: $5,000 to 16 employees of the Naval Ship Systems Command Library, headed by John Nicolaus and Mrs. Ruth Smith (above), for their outstanding contributions to the effectiveness of an automated system for indexing, storing, and retrieving technical information. Mr. Nicolaus, Librarian, received $1,500 and Mrs. Smith, Section Chief, received $1,250 as their share of the total award.

OTHER SIGNIFICANT AWARDS

• A $4,320 award to 4 employees of Treasury's Bureau of the Mint—Sidney F. Carwile, Francis B. Frere, Frank D. Lawton, and Frederick W. Tate—for highly imaginative achievements in reducing costs on the shipment and processing of metals required for new coinage alloys. Result: Savings of $3.2 million in contract costs.

• A $3,000 award to Ferber R. Schlief, an electrical engineer with Interior's Bureau of Reclamation, Denver, Colo., for invention of a device ("Schlief black box") which has eliminated interruptions of service between interconnected power systems in the Western United States.

• A $1,500 award to William E. Dale, a chemist at the Communicable Disease Center, Public Health Service, HEW, Atlanta, Ga., for an innovative modification of laboratory testing equipment which significantly increases the reliability of test results and also reduces testing time by approximately 50 percent.

• A $1,375 award to 3 marketing specialists of the Agricultural Stabilization and Conservation Service—William B. Bartlett, Charles G. Bragg, and Wesley Schlotzhauer—for suggesting means of simplifying paper work. Result: Elimination of over 1 million card and certificate records at an annual saving of $324,000 in man-hours and printing costs.

• A $1,325 award to Franklin E. Williams, an aerospace technologist at NASA's Marshall Space Flight Center, Huntsville, Ala., for proposing that units for protecting personnel against X-ray radiation be made portable. Result: Construction of new facilities avoided at a saving of $274,000.

• A $1,300 award to Albert J. Ricuito, a machinist at the New York Post Office, for outstanding ingenuity in modifying existing equipment so as to permit full mechanization of the letter canceling operation. Result: Savings of over 64,000 man-hours valued at $250,000 annually.

• A $1,220 award to Jack Eisenstadt, a cartographer with the Army Map Service, for devising a means of combining the printing of two separate editions of certain maps during a single press run. Result: Savings of $166,000 annually in printing costs.

—Philip Sanders

THE NAVY'S CORPORATE LABORATORY

IN THE SOUTHWEST CORNER of Washington, along the banks of the Potomac River, stands the focal point of research and development for the U.S. Navy—the Naval Research Laboratory.

In 1963, James H. Wakelin, then Assistant Secretary of the Navy for Research and Development, emphasized the Laboratory's position when he applied the title, "The Navy's Corporate Laboratory."

It was a fitting title, for the Naval Research Laboratory serves the fleet, the secretariat, the various systems commands, and other Navy laboratories with both basic and applied research.

The Naval Research Laboratory's position as the focal point of research and development for the Navy is a tribute to the quality and productivity of the men and women, civil servants all, who comprise its research staff.

For more than 40 years, their talents have been applied successfully not only to the Navy's immediate and anticipated technical problems, but also to the advancement of basic science and technology. In recent years, the research staff has been described collectively as "The Navy's idea factory," and "the Navy's amazing problem solvers." One writer felt that they "were virtually capable of providing inventions on demand."

There are more than 1,100 professional scientists among the Laboratory's 3,300 employees. Many are acknowledged leaders in their field. Included in their ranks are more than 400 physicists, 480 engineers, 140 chemists, 75 mathematicians and statisticians, 30 metallurgists, and 10 psychologists.

With such a variety and distribution of talent, special task groups of many different scientific disciplines can be brought to bear simultaneously on any technical problem or crucial project.

Some of the Navy's and the Nation's most honored and distinguished scientists have been recognized because of their accomplishments while members of the Laboratory's Research Department. Their recognition has come from Presidents of the United States, from other Government sources, and from some of the most respected professional groups in the world.

The honors accorded Naval Research Laboratory scientists include a Medal of Merit and 11 Certificates of Merit from Presidents of the United States, 2 President's Awards for Distinguished Federal Civilian Service, and 4 Department of Defense Distinguished Civilian Service Awards.

A Naval Research Laboratory scientist has received the Henry Draper Medal of the National Academy of Sciences; four have been awarded the Harry Diamond Award by the Institute of Radio Engineers; two have received the Burgess Prize Award from the American Society of Metals.

This is only a partial listing. Through July 1, 1966, Laboratory scientists had received 281 Government awards and 71 non-Government awards.

Not only are Naval Research Laboratory scientists recognized nationally and internationally for the quality of their work, they also enjoy an enviable reputation for the quantity.

Between July 1, 1965, and June 30, 1966, Laboratory scientists were awarded 67 patents, an average of better than 1 every 4 working days. During the same period, they produced 140 formal reports and presented 200 papers. Both figures average out to better than 1 every other working day.

These figures become increasingly significant when it is realized that patents, formal reports, and technical papers represent the end product of research.

To achieve these impressive results requires extensive educational background. More than 1,200 Laboratory employees have bachelor's degrees, more than 450 have master's degrees and, at last count, there were 217 with doctorates. Several hundred employees attend colleges on a part-time basis seeking advanced degrees under Laboratory-sponsored programs.

Contributing immeasurably to the technical output and excellence of the Naval Research Laboratory is a capable, well-trained staff of 1,450 employees who support the activities of those engaged in actual research. Their presence frees the scientist from problems involving the day-to-day operation of a major laboratory, the printed production of technical papers, and similar worries, thereby permitting complete concentration on research projects.

Among the staff are found such diverse occupations as architects and custodial laborers, illustrators and messengers, automotive mechanics and security police, to mention a few.

The array of professional talent and artisan skills can be called upon to aid and serve the scientist at a moment's

Withdrawn

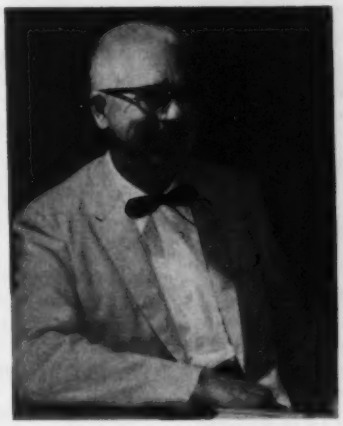
'Mister Radar' Retires from Naval Research Laboratory

Dr. Robert Morris Page, the man who built the first pulse radar system for the detection of aircraft by radio, retired as Director of Research for the Naval Research Laboratory on December 31, after nearly 40 years' service at the Laboratory.

From the time of his initial work on radar during the early 1930's, Dr. Page has been a giant in its development. Today he holds more than 50 patents in the field, including substantially all basic radar patents. He invented the basic circuits of pulse radar, the radar duplexer, radar guidance of missiles, monopulse precision tracking radar, very long range over-the-horizon radar, and the Magnetic Drum Receiving Equipment (MADRE) data processing system.

To the layman these terms and their significance may be difficult to comprehend. Some of them are clarified in Dr. Page's book, *The Origin of Radar,* one of the most authoritative and readable histories of the development of radar.

Dr. Page has never been hesitant to share his knowledge with the rest of the world, both scientists and lay public. He has authored hundreds of technical and popular papers and lectures.



As Director of Research, Dr. Page was instrumental in maintaining the Naval Research Laboratory as one of the Nation's outstanding physical science laboratories.

Prior to becoming laboratory director in 1957, he served for 5 years as Associate Director of Research for Electronics. From 1945 to 1952 he was superintendent of Radio Division III, where he directed the continuation of the Laboratory's research and development program in radar gun fire control and airborne radio, and initiated a program in radar guidance of missiles.

Dr. Page's association with the Naval Research Laboratory dates back to June 1927, immediately after his graduation from Hamline University which he entered to study for the ministry. There a perceptive physics professor recognized the young man's scientific talent and changed the course of his life.

In recognition of its distinguished alumnus, Hamline named its electronics laboratory in Dr. Page's honor and awarded him an honorary Doctor of Science degree. He also holds a Master of Arts degree in physics from George Washington University.

On March 8, 1960, President Eisenhower presented to Dr. Page the President's Award for Distinguished Federal Civilian Service—the highest honor bestowed by the Government on career civil service employees. He was honored for "remarkable achievements in the fields of electronics research, most particularly in the original development of radar."

Among the other honors accorded the Naval Research Laboratory scientist are the Navy's Captain Robert Dexter Conrad Award, the Institute of Radio Engineers' Harry Diamond Memorial Award, and the Franklin Institute's Stuart Ballantine Award.

notice. Employees of the mechanical shops, for example, trained and skilled in modern technological and fabrication techniques, and equipped with modern machine tools and accessories, have exhibited a remarkable capability for bringing to reality the pioneering concepts of the scientist for unusual research apparatus and experimental devices.

From the diversity of scientific and support talent available at the Naval Research Laboratory, it follows that research will cover a broad spectrum of disciplines. The very names of the research divisions show this to be true—Applications Research . . . Electronics . . . Radar . . . Radio . . . Electronics Warfare . . . Sound . . . Chemistry . . . Mechanics . . . Metallurgy . . . Solid State . . . Atmosphere and Astrophysics . . . Optical Physics . . . Ocean Sciences and Engineering . . . Nuclear Physics . . . Plasma Physics.

The diversity of Naval Research Laboratory pursuits was perhaps brought home most graphically when a Laboratory scientist toured one of our modern aircraft carriers. As he passed each piece of equipment, he was able to point out in many cases that it owed either its birth or development to an idea or work of the Navy's Corporate Laboratory.

—David M. Ginsburgh

TRAINING DIGEST

BASIC CHANGE FOR S & T TRAINING

Recognizing the current shortage of stenographers and typists, at least in Washington and other large metropolitan centers, the Civil Service Commission, in Bulletin 410–14, announced an action program designed to increase the supply of fully qualified employees for these positions.

If an agency is short of qualified stenographers and typists, it is expected first to apply the principles in Bulletin 300–9 to redesign jobs so as to reduce the number of fully qualified persons needed and to permit the assignment of simpler duties to lower-level jobs. After such action has been taken and if the demand is still in excess of supply, agencies are authorized (1) to establish trainee positions of clerk-typist, GS–1, and clerk-stenographer, GS–2, (2) to hire persons possessing some typing or stenographic skills for those jobs, and (3) to train them so that they can qualify for higher-level work.

If both of these actions are taken and fail to provide adequate numbers of employees essential for the agency's mission, then appointing authorities are authorized to recruit persons with potential for development in programs of basic instruction in typing and stenography. Under policies established in the Government Employees Training Act, training in these situations should be conducted using Government trainers on Government time. An agency may authorize the use of non-Government facilities if its facilities and those of other agencies are not reasonably available, the conditions set forth in Civil Service Commission regulations governing training through non-Government facilities are met, and such training is not prohibited by statute. (The Department of Defense has such a prohibition in its appropriation act.)

GAO FORBIDS RENTALS IN WASHINGTON, D.C.

The Comptroller General recently ruled that Government agencies may not, in the absence of specific authority, rent space in the District of Columbia. The decision is based on an 1877 law (19 Stat. 370, 40 USC 340). The law affects only the District.

Federal agencies may, of course, ask the General Services Administration for space. If space cannot be found, that agency may rent space and be reimbursed by the using agency.

The decision was given after the Small Business Administration rented space in a Washington hotel for a conference. (B–159633, August 11, 1966.)

TRAINING NOTES

Income tax deductions for training and education are being reviewed by the Internal Revenue Service. The most significant proposed change under consideration is that the Service would take into consideration the normal hiring practices of the employer when it determines whether the education is required in an employee's present job and therefore deductible.

Twelve educational research information centers, funded by the U.S. Office of Education, will be in operation soon. The centers, each covering a specialty, will store information on microfilm and will publish acquisition lists through the Government Printing Office. Centers of interest to Federal trainers include: counseling and guidance (University of Michigan), the disadvantaged (Yeshiva University), reading (Indiana University), science education (Ohio State), and vocational and technical education (Ohio State).

—*Ross Pollock*

Among the principals present when the Berkeley Executive Seminar Center held an open house and dedication ceremonies on September 29 were Chancellor Roger W. Heyns (left) of the University of California at Berkeley and CSC Chairman John W. Macy, Jr. In larger photo, Chancellor Heyns addresses seminar participants, staff members, and guests. Chairman Macy spoke on "The Environment for Effective Leadership in the Federal Service" to a Seminar section enrolled in the basic course, Skills and Goals of Management. The Berkeley Center was opened September 12 to meet needs that Kings Point could not handle, and to make a Center more accessible to Federal installations in the West. (*Kirwin Graphic Arts photos*)

SHOW OF HANDS

How does a supervisor communicate with a subordinate who can't hear a word he says? For many supervisors in the Government Printing Office there is no problem at all. They are graduates of a 10-week basic course in the sign language used by the deaf, and they are rapidly picking up facility in talking with their hands.

Of the 350 handicapped employees at GPO, nearly 100 are deaf—not a surprising statistic in view of the fact that the deaf have long been accepted in the printing industry. Deaf persons do especially well as linotype operators, but others are employed in the Binding Division and other divisions of the office. In all cases they have been average or above-average employees in terms of both quantity and quality of work. In terms of attitude they are very often superior.

Several GPO supervisors were already acquainted with sign language, and their ability to communicate with deaf employees encouraged other supervisors to take steps to overcome what had, in effect, become a supervisor's handicap.

Several supervisors attended night classes at Gallaudet College (a college for the deaf in Washington, D.C.) to learn sign language. Under a grant from the Vocational Rehabilitation Administration, the National Association of the Deaf was able to provide a similar course specifically for the printing office. It was attended by 15 persons who supervise or deal with deaf employees.

The 40-hour course was taught during working hours, but the students spent many hours studying and practicing at home. In the first class, instructor Harold J. Domich told the students that within 1 hour they would be able to say anything with their hands. Students were skeptical but found the statement literally true, since in less than an hour everyone in the class had learned the American one-hand alphabet.

James L. Harrison, Public Printer of the United States, accepts an award from CSC Chairman John W. Macy, Jr., for pioneering a program of sign language training for GPO supervisors who deal with deaf employees. The presentation took place at a meeting of the National Capital Area Coordinators for Placement of the Handicapped. (*CSC Photo*)

From that point on the students could "send" a message, though with much hand-waggling to erase mistakes. After several classes spent on skill-improvement, the students began learning signs which stand for entire words or ideas.

At GPO, lunch breaks became a hurricane of silent conversation as deaf employees of the printing office warmed to the task of helping their supervisors practice. Signing or "sending" was fairly easy for most students, but learning to read signs and understand sentences was much more difficult.

Participants in the course reported that their children at home also took up the study, and were embarrassingly rapid learners.

GPO officials discovered that improved communication, the expected result of this training effort, was not the only gain. The effect on deaf employees has been remarkable. They have been eager to help the students on their own time, and they have developed a special loyalty to the supervisors who took the time and trouble to learn their language.

Many schools for the deaf have courses in sign language, and with the recent increase in grants from the Vocational Rehabilitation Administration, similar programs are being offered across the country. Federal managers can secure information on course availability by writing to Fred Schreiber, Executive Secretary, National Association of the Deaf, 2025 Eye St. NW., Washington, D.C. 20006.

JOIN THE FPM

Through preplanning begun several years ago, the Federal Personnel Manual numbering system is coordinated with that in the codification of civil service and related laws in title 5, U.S. Code. Such coordination makes possible a more usable body of legislation and supporting regulations than ever before.

To extend the usability of agency issuances and those of the Commission, CSC has urged every Federal agency to complete or begin adopting a program of full participation in the Federal Personnel Manual System.

The Commission pointed out that personnel management throughout the Federal service will benefit from greater unity of operations. Agencies are, of course, expected to supplement the FPM to meet agency needs. But common to all agency programs is the policy that agency issuances must supplement—not rewrite—the FPM.

LEGAL DECISIONS

REMOVAL—SPECIFICITY OF CHARGES

The last issue of the *Journal* (Vol. 7, No. 1) reported on the case of *Bennett* v. *United States,* in which the Court of Claims in a 4 to 1 decision upheld the removal of an employee on the ground that the reasons given to her were specific and detailed within the meaning of the applicable regulation. Quoted was the dissenting judge's view that in a "security-colored indictment of this kind she would have to have more than the cryptic few lines handed to her," with the comment that the reason for doing so was that "today's dissents are sometimes tomorrow's law." It wasn't quite "tomorrow" in this case, but it was close to it. Plaintiff asked the Supreme Court to issue a writ of certiorari and review the case. The Solicitor General not only did not oppose the issuance of the writ, he actually went further and filed a memorandum with the Supreme Court indicating his agreement with the dissenting opinion and suggesting that the court grant the writ of certiorari, vacate the judgment of the Court of Claims, and remand the case to that court for further proceedings. The Supreme Court did just that on October 10, 1966.

VETERANS' APPEALS—HEARING

Williams v. *Zuckert,* District Court, D.C., August 30, 1966. This case is becoming a serial story. This is the sixth time it has been mentioned in this column. When we last left our plaintiff (see *Journal,* Vol. 6, No. 2), the district court had decided that he had made a timely request for witnesses and had sent the case back to the Civil Service Commission to reopen the hearing and produce the witnesses. This was done. Two of the three witnesses that plaintiff requested were produced. The third had left the service of the agency and could not be produced. His affidavit, which had been obtained during the previous investigation, indicated he had no knowledge of the charges. Plaintiff's counsel, however, refused to participate in the hearing, so the witnesses were not cross-examined. The appellate office of the Commission again upheld the agency's removal action. Plaintiff went back to court and the court upheld the Commission's actions. Of interest is the court's view that the Court of Claims ruling in the *Hanifan* case (354F.2d358), in which the failure to produce a witness at a Commission hearing resulted in an award of back pay, was distinguishable from the case at hand.

ADVERSE ACTIONS—PROCEDURES

The provision in former section 14 of the Veterans' Preference Act (now 5 U.S.C. 7701) that the Commission's appellate decision be based on the "evidence submitted," means evidence submitted without violation of the Constitution of the United States, says the Court of Appeals, D.C., in an opinion dated July 28, 1966, in the case of *Powell* v. *Zuckert.* Two of the five charges were supported entirely by evidence obtained in a search of plaintiff's home that the court found to be a clear violation of the Fourth Amendment.

The court also found that the other three charges were defective and ruled in the plaintiff's favor.

ACCEPTABLE LEVEL OF COMPETENCE

The legal attack on the statute requiring that an employee have an acceptable level of competence before becoming entitled to a within-grade salary advancement that was rejected by the Court of Claims in *Creamer* v. *United States* (*Journal,* Vol. 6, No. 4) has been finally laid to rest by the Supreme Court's denial of a petition for a writ of certiorari on October 10, 1966.

—John J. McCarthy

HEADS NASS—John D. Roth (left), Director of the Federal Incentive Awards Program, is congratulated by Nicholas J. Oganovic, Executive Director of the Civil Service Commission, on Mr. Roth's election as President of the National Association of Suggestion Systems. He is the first President from Government to head the organization, which is comprised largely of officials in business and industry. (*CSC photo*)

QUOTABLE:

". . . we overwhelm ourselves with our own prejudices"

—Remarks by Bernard L. Boutin, Administrator, Small Business Administration, at the 1966 Conference of Coordinators for Employment of the Handicapped, October 7, 1966, at Washington, D.C.

♦ I'M SORRY AND A LITTLE ASHAMED that more than 20 years after the death of Franklin Delano Roosevelt, who as you remember was a so-called handicapped person, we still have to have meetings such as this.

I'm sorry we still have to have our good friend, the very able Harold Russell, appear on television to prove that being handicapped is a state of mind—a state of mind, incidentally, that is limited to those with no handicaps.

Yes, and I'm sorry that, in an age when brain power has so much supplanted muscle, a wheelchair, or crutches, or an artificial limb, or a damaged heart should be a halter to any man's ambition.

We've come a long way in the past several years and the Federal Government has to take second place to no one in its efforts in this field. The abundant talents of my friend, John Macy, and many of his colleagues have worked little short of miracles in forging enlightened programs and policies for the hiring of the physically and mentally handicapped in this Nation.

But, as unbelievable as it is to all of us, there remains in this year 1966, on the part of some, an attitude that can only be called patronizing.

Those of us who depend greatly on the minds and the imagination and the ideas of others to help us do our jobs are doing no one, except ourselves, a favor in hiring the so-called handicapped. It is nothing short of pompous to feel that we are doing our duty or engaging in some kind of charitable do-goodism.

Yes, we've come a long way, but I'm not sure we're yet over the feeling that simply because a person's legs don't work his brain doesn't work either.

If there remains some 19th century thinking about the physically handicapped, then let's face it—we're back in the dark ages when it comes to the mentally handicapped.

It sometimes seems to me that we overwhelm ourselves with our own prejudices. We have to have programs to try to attain equal employment rights for minority groups, for women, for the poor, for young people, for the physically handicapped, for the mentally handicapped, and so forth. If we put all these groups together, I think you'll find that those of us who don't fall into these categories are ourselves a distinct minority. This is not only undemocratic but, on the face of it, pretty darn stupid.

Being fortunate enough to live in this land of milk and honey, we have become wasteful, and nowhere is this more true than in the tremendous waste of brain power.

The days of unchallenged superiority are over. America can no longer sit on its fat front porch, gaze out at the world-at-large and say—"Poor souls, they'll always be a hundred years behind us."

SUPERIORITY NO LONGER hinges on who makes the biggest automobile, nor on per capita income. The challenge to world leadership rests with that nation that can bring forth new ideas to solve the world's problems and to cure its ills. And ideas are not generated in a man's arms or legs, but in his brain.

I am not suggesting our program to hire the handicapped be aimed at the top-level jobs only. What I am suggesting is an often stated and, unfortunately, often ignored truth—that is, in these times, we cannot afford to waste one single ounce of brain power.

Let us not pat ourselves on the back too heartily for all of the current efforts to wipe out prejudice of all kinds. Only partially are these efforts stimulated by a sense of moral right and justice. Let us frankly admit that they are also stimulated by reality—the reality that we can no longer survive with these prejudices.

I always remember this simple statement of a leading Member of Congress that "the only alternative to coexistence is co-annihilation." Just as true is the thesis that the only alternative to prejudice is failure.

Human resources are perhaps the rarest of all commodities. To waste them is to beg for the most dire consequences.

Once having established that the way has been blocked for too long by unreasoning prejudices, I do not mean to say that the job all of us are trying to do is an easy one. Unfortunately, prejudice is conceived in haste and overcome at leisure. The myths surrounding handicaps, most

especially mental handicaps, are so steeped in ignorance and fear and misunderstanding that they're not easily broken down.

Once we are all given to understand that an illness of the body does not necessarily mean an illness of the mind, we then must accept the more difficult truth—that a partially disabled brain is not necessarily a useless brain.

I do not mean to be presumptuous by getting into any medical facts with the distinguished members of that profession here present today. However, I think all of us have been brought up short, including distinguished members of the medical profession, by some of the recent findings in studies with the mentally retarded.

For instance, the ability of some mentally retarded persons to perform at nearly top peak the most grinding of jobs—jobs that a so-called normal person would soon tire of. Or the nearly fantastic ability of other mentally retarded people in the area of memory. Or the manner in which some mentally retarded people respond when for the first time in their lives they are made part of the open society.

"in these times, we cannot afford to waste one single ounce of brainpower."

We have a mentally retarded woman working as a key punch operator in my own agency and a man who operates office machines in one of our field offices. The supervisors of these two people have nothing but the highest praise for both of them. Their fellow workers get along very well with them, and within the area of their own competence, these people cannot be termed retarded at all.

DOES THIS NOT MAKE YOU WONDER how many people, at this very minute, who are either restricted to institutions or kept at home, doing nothing, day after day after day, could be fulfilling a useful purpose in life?

There are today some 2,000 mentally retarded persons working for the Federal Government. Admittedly, this is not a big number, but it is 2,000 more than were working for the Federal Government less than 3 years ago.

As John Macy has said, the purpose of this program is not to place a terrifically great number of mentally retarded people, but to make sure that each one that is placed is put in the right job, that the proper job of counseling and training has been done, and, more than that, that he will succeed. For in a program such as this, each success is worth a thousand successes, and each failure could strengthen the barriers to hiring the mentally retarded a thousandfold.

A program such as this must be run carefully because it is so terribly important. I think the medical profession would be the first to agree that all of their efforts to rehabilitate the mentally retarded would bear little fruit if society is not ready, and willing, to accept them. For after all, what is the use of all of the help that is being given to the mentally retarded if, at the end of the road, there is no place for them to go, nothing for them to do. This, I believe, is true of all people.

The main lesson I learned at the time I was working with Sarge Shriver, in the War on Poverty, is that the toughest street urchins, the kids that everyone had given up on, the ones they said could not be rehabilitated—even these youngsters would accept training, education, even discipline, if you could prove to them that at the end of the road they had the opportunity for a good job, for a chance to be part of society.

The proof of this is that, of the mentally retarded persons who have been hired by the Federal Government, more than 90 percent of them have been successful on the job.

Included in these statistics, these successful statistics, was a young mentally retarded man who worked at OEO when I was over there. This fellow ran a duplicating machine, and he ran it well. But the touching and the meaningful part of this story was that hanging on the wall above his duplicating machine was a neatly framed certificate stating that he had successfully completed a training course in order to get his job.

That young man was given more than employment—he was given hope, and pride, and a chance to attain his full potential, no matter how limited it might be.

I sometimes feel we are getting a little bit off the track these days with the increasing emphasis that is being put on getting more and more, and higher and higher, levels of education in order to be successful. I can understand this requirement, but I do not believe that we should force this emphasis at the sacrifice of stressing the need to use the full potential of everyone.

No society has ever survived that has tried to operate merely with a limited, elite group making all of the decisions and all of the contributions. This just does not work. For every person in America who is not being used to his full potential, this Nation is a little poorer. We cannot all be astronauts, or atomic scientists, or presidents, or millionaires. But, given the fantastic and difficult national objectives which are set out for this Nation to meet, there certainly is a place for everyone. And, for every day wasted, there are opportunities missed, jobs left undone. For until every handicapped person in America can reach his full potential without prejudice, and without barriers, then we must all share the burden of a terrible and needless waste. ♦

'Mister Money' Retires From 'Fannie Mae'

"Mister Money" has retired from the Federal Government. He is J. Stanley Baughman, who, as president of the Federal National Mortgage Association since 1950, earned his appellation for aiding home buyers, builders, and financers through the vital secondary-market operation of the U.S. agency.

Mr. Baughman brought to "Fannie Mae" wide experience in real estate and mortgage lending. A native of Pittsburgh and a World War I veteran, he was engaged in the realty and mortgage business in the Greater Pittsburgh area from 1920 to 1933. For 17 years, from 1933 to 1950, he served in various positions in the Home Owners' Loan Corporation—first as District Manager for HOLC in Pittsburgh and, finally, as General Manager. As head of the agency, he completed final plans for liquidation of the corporation's portfolio.

In September 1950, Mr. Baughman was appointed president of Fannie Mae, the same month in which Fannie Mae was transferred to the Housing and Home Finance Agency, the predecessor of the Department of Housing and Urban Development in which the Association is now a corporation.

In the 16 years since then—during which there was a major expansion of the Association's operating base and operations—Mr. Baughman played a vital management role. In the period, Fannie Mae was rechartered in 1954 to perform the three mortgage operations now in effect.

One of them was the Secondary Market Operations, an entirely new mortgage financing concept. It was set up to marshal private and Federal funds to assist home financing through the purchase of FHA-insured and VA-guaranteed mortgages from private lending institutions, and thus provide liquidity for such investments. It was also empowered to sell such mortgages to private investors.

Despite its novelty, this operation under Mr. Baughman's direction became highly successful. Since 1954, the Association under this operation purchased mortgages totaling almost $8,000,000,000 and sold more than $2,300,000,000. The operation has not only been self-sustaining, but has also produced earnings for private stockholders and the Government and has paid the full equivalent of corporate income taxes.

Fannie Mae's record under all its operations during Mr. Baughman's tenure reflects the extent of benefits provided home financing. The Association purchased $14,600,000,000 in FHA and VA mortgages, and thus provided financing for 1,600,000 residential living units. In the same period, Fannie Mae sold $4,600,000,000 of mortgages, for total transactions of $19,200,000,000.

In addition, during the 2-year-old participation financing program, the Association sold a total of $2,100,000,000 in participation certificates to the public.

For his direction of Fannie Mae, Mr. Baughman has received three major national awards: the President's Award for Distinguished Federal Civilian Service and the Rockefeller Public Service Award for Administration, both in 1962, and, early this month, *House & Home* recognition as a "top performer of 1966" in the housing industry. The magazine's citation said of Mr. Baughman:

"He was Mister Money of 1966, a pillar of strength for a housing industry that found private financing tighter than at any time since the depression '30's. The soft-spoken president of the Government's Federal National Mortgage Association relieved pressures in the credit market by purchasing $1.8 billion worth of FHA and VA loans in fiscal 1966, an all-time record for the agency that has been providing liquidity for the Nation's mortgage lenders since 1938."

QUESTIONS ABOUT ARRESTS

Taking the place of questions about arrests on Federal employment applications are modified questions which require information about convictions, forfeiture of collateral, and pending charges, instead of arrests.

Even before revised forms became available, examining and information offices were directed to begin using the new questions. Both oral and written instructions were issued to persons completing the old forms, advising them that they should answer the arrest questions as if they had already been revised.

CSC CHECKLIST

A selection of recent CSC issuances that may be of special interest to agency management:

- FPM Letter 302–3, Hiring Pattern for Entrance-level Attorneys:
  —establishes a uniform pattern, designed to assure common and equitable hiring practices among agencies, for the appointment of recent law school graduates to entrance-level positions in the Federal Government.

- FPM Letter 339–8, Medical Fitness Review of Applicants:
  —modifies the procedures for reviewing the medical fitness of applicants for Federal employment in order to expedite the examination process and to permit greater consideration of handicapped applicants.

- FPM Letter 550–17, Pay Under the Back Pay Act of 1966:
  —provides a uniform and equitable basis for restoring to an employee the pay and other benefits lost as a result of an unjustified or unwarranted personnel action that is later corrected by proper authority.

- FPM Letter 610–2, Variation of the 40-hour Workweek for Educational Purposes:
  —amends the Commission's regulations to permit agencies to reschedule an employee's workweek under specified conditions so that he may take one or more courses in a college, university, or other educational institution.

- FPM Letter 711–5, Guidance and Advice on Employee-Management Cooperation Programs and Problems:
  —issues guidelines to agencies on the payment of travel expenses to employees who serve as employee organization representatives at employee-management meetings.

- FPM Letter 731–2, Policies and Procedures Relating to the Federal Employment of Persons with Criminal Records:
  —revises the Commission's policies on hiring persons with criminal records in order to provide legitimate rehabilitative employment to "good risk" offenders.

- Bulletin 213–5, Part-time Employment of Needy Students in Furtherance of the President's Back-to-School Drive:
  —reemphasizes the need for agencies to encourage young people to complete their education and, in addition, urges agencies to consider using part-time employment of youths to further the objectives of the drive, to ease the problems of labor shortages, and to enhance the agencies' long-range recruitment programs.

- FPM Letter 531–33, Appointments Above Minimum Rate of Grade Because of Superior Qualifications:
  —revises the Commission's regulations to permit appointment of applicants with superior qualifications at rates above the entrance rate of grade GS–11. Specifically, modifies the instructions in FPM Supplement 990–2 so that the Federal Government will be in a better position to compete with industry for the services of highly qualified persons with Ph. D. degrees.

—Mary-Helen Emmons

CSC PERSONNEL CHANGES

Civil Service Commission recently announced the following changes in executive assignments:

Gilbert A. Schulkind has succeeded Seymour S. Berlin as Director of the CSC Bureau of Inspections. It had earlier been announced that Mr. Berlin would head the Commission's new Bureau of Executive Manpower. Succeeding Mr. Schulkind as Deputy Director of the Bureau of Inspections is Alvin W. Norcross, formerly Assistant to Treasury's Director of Personnel.

Upon the retirement of Donald R. Harvey as Director, Bureau of Recruiting and Examining, he was succeeded by former Deputy Director Raymond Jacobson.

David F. Lawton, Deputy Director, Bureau of Retirement and Insurance, died November 22, 1965, at the age of 55. Appointed to succeed him is the Bureau's former Director of Operations, Charles F. Overend. In the same Bureau, Mrs. Elizabeth Messer has been promoted to the position of Assistant to the Director, Andrew E. Ruddock, in regard to program and policy planning.

The Commission has set up a new Office of Labor-Management Relations to assist agencies and employee organizations in carrying out the employee-management cooperation program in the Federal Government. W. V. Gill has been appointed to head the new office. Irving Kator has become Special Assistant to the Chairman for voluntary fund-raising in the executive branch, succeeding Mr. Gill. Mr. Kator will continue to serve as Executive Vice Chairman of the Interagency Advisory Group. Miss Evelyn Harrison has been promoted to the newly created position of Assistant to the Chairman for Federal women's programs. Miss Harrison will retain the position of Deputy Director of the Commission's Bureau of Policies and Standards, which she has held since 1955.

William E. Fowler, Jr., has been named to the Commission's Board of Appeals and Review. He is the first Negro to serve on the Board.

James C. Spry, former editor of the *Civil Service Journal,* has been named Executive Assistant to the Commissioners. He succeeds Mrs. Mary V. Wenzel, who retired after 6 years in the post.

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Worth Noting (*Continued*)

created difficult recruiting problems for several agencies. The new coordinated hiring pattern was developed after consultation with agencies hiring attorneys.

$10,000 PAT ON THE BACK was delivered to five career Government workers singled out to receive Rockefeller Public Service Awards for 1966. This year's award for law went to John Russell Blandford, Chief Counsel of the House Armed Services Committee. Millard Cass, Deputy Under Secretary of Labor, was honored for outstanding administration, and the citation for research went to Dr. Edward F. Knipling of the Department of Agriculture. John M. Leddy, Assistant Secretary of State for European Affairs, was the winner in foreign affairs. In the general welfare category, the winner was FAA Deputy Administrator David D. Thomas. The Rockefeller Public Service Awards, highest awards made to Government employees by any private organization, were established in 1951. Each person honored receives a $10,000 cash award.

A PERSONNEL MANAGEMENT TRAINING CENTER has been established by the Commission in Washington, D.C., as a means to more effectively systematize and use existing interagency training opportunities. During the last fiscal year, 833 agency personnel attended CSC personnel training programs in Washington and 2,246 attended courses conducted by the Commission's 10 regional offices. During the first 5 months of the current fiscal year, attendance in Washington hit 855—more than in all of last year—and the Commission expects this year's attendance to more than double last year's. The new center fits into a general program of reorganizing the Commission's interagency training programs to give them better coherence and direction. As a center operating within the Office of Career Development, it will have a complete curriculum in personnel management responsive to agencies' needs. It will design and conduct interagency personnel management training courses, will prepare course material for use by CSC Regions, other centers, and other Federal agencies, and it will provide consultation and guidance on personnel management training. It is intended to reinforce and supplement—not replace—the excellent training programs in personnel now existing in some of the larger agencies.

UNWARRANTED HARDSHIP on children of Federal employees in the lower wage brackets and those in isolated stations was caused by a flat prohibition against summer employment of the sons and daughters of Federal personnel in the same agency as the parent. That was the conclusion of the Commission after consultations with representatives of major Federal employee organizations and Federal agencies. As a result, after reviewing results of competitive examinations used in filling Government summer jobs in 1966, the Commission has approved an exception to its so-called anti-nepotism rule. The new policy covering the 1967 summer employment program will permit appointment in the same agency where a parent works only when: (1) the position to be filled is covered by a competitive civil service examination, and (2) there is no other available eligible with the same or higher rating.

—*Bacil B. Warren*

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